



# VITEMA *Virgin Islands Territorial Emergency Management Agency*

8221 NISKY, ST. THOMAS, VI 00802  
TEL. (340) 774-2244 FAX. (340) 715-6727

6 SUSANNABERG, ST. JOHN, VI 00830  
TEL. (340) 776-6444 FAX. (340) 778-8980

102 HERMON HILL, ST. CROIX, VI 00820  
TEL. (340) 773-2244 FAX. (340) 778-8980

November 4, 2010

The Honorable John P. deJongh, Jr.  
Governor  
United States Virgin Islands  
Government House  
21-22 Kongens Gade  
St. Thomas, Virgin Islands 00802

Dear Governor de Jongh:

Attached for your review and signature is the Territorial Emergency Operations Plan (TEOP). The last time the TEOP was updated was around 1997 and has been obsolete for several years. VITEMA re-did the whole plan and modeled it off of the National Response Framework, the national plan that governs the federal government's response to any natural or man-made disaster and the National Incident Management System. Our response structure in our emergency operations centers was also updated to be in compliance with NIMS.

All of the agencies with a major role in our response and recovery operations have signed off on the TEOP and with your signature; the Virgin Islands will have a current operational plan that is in compliance with NIMS. We are continuing to update the TEOP's annexes and are also preparing to start exercising the TEOP as early as December 2010.

Sincerely,

{YM WJitM

Mark A. Walters  
Director

Virgin Island Territorial Emergency Management Agency

# The Virgin Islands Territorial Emergency Operations Plan



October 2010

This *Territorial Emergency Operations Plan (TEOP)* is a guide to how the US Virgin Islands conducts all-hazards response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the Territory and our Federal partners, linking all levels of government, nongovernmental organizations, and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale natural or man-made disasters.

This TEOP comprise of a base plan, along with the Emergency Support Function Annexes and Support Annexes (available at the TEOP Resource Center, <http://www.vitema.gov/TEOP>).

Governor John P. de Jongh, Jr. has approved this *Territorial Emergency Operations Plan*.

St. Thomas, US Virgin Islands

October 2010

# CONTENTS

<b>INTRODUCTION</b>	<b>4</b>
Overview	4
TEOP Unpacked	5
Response Doctrine	8
<b>CHAPTER I—ROLES AND RESPONSIBILITIES</b>	<b>11</b>
Territorial	11
The Private Sector And NGOs	15
Federal	18
<b>CHAPTER II—RESPONSE ACTIONS</b>	<b>21</b>
Introduction	21
Prepare	21
Respond	25
Recover	35
<b>CHAPTER III—RESPONSE ORGANIZATION</b>	<b>37</b>
Introduction	37
Key Concepts	37
Local Response: Structures and Staffing	39
Territorial Response: Structures and Staffing	40
<b>CHAPTER IV-ADDITIONAL RESOURCES</b>	<b>44</b>
Supporting Documents and The TEOP Resource Center	44
<b>EMERGENCY SUPPORT FUNCTION ANNEXES: INTRODUCTION</b>	<b>47</b>
Background	47
ESF Notification and Activation	49
ESF Member Roles And Responsibilities	49
ESF Coordinator	49
Primary Agencies	49
Support Agencies	50
ESF Coordinating, Primary, and Support Designations Matrix	51
<b>SIGNATORIES TO THE TERRITORIAL EMERGENCY OPERATIONS PLAN</b>	<b>54</b>

# INTRODUCTION

## OVERVIEW

This ***Territorial Emergency Operations Plan (TEOP)*** is a guide to how the Territory of the United States Virgin Islands conducts all-hazards response. It is built upon *scalable, flexible, and adaptable coordinating structures* to align key roles and responsibilities across the Territory. It describes specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale or catastrophic natural or manmade disasters.

This document explains the common discipline and structures that have been exercised and matured at the Territorial and national levels over time. It describes key lessons learned from Hurricanes Katrina and Rita, focusing particularly on how the Federal Government is organized to support communities and States in catastrophic incidents. Most importantly, it builds upon the *National Incident Management System (NIMS)*, which provides a consistent template for managing incidents.

**The term “response” as used in this TEOP includes immediate actions to save lives, protect property and the environment, and meet basic human needs.** Response also includes the execution of emergency plans and actions to support short-term recovery. The *TEOP* is always in effect, and elements can be implemented as needed on a flexible, scalable basis to improve response.

## INTENDED AUDIENCE

The *TEOP* is written especially for government executives, private-sector and nongovernmental organization (NGO) leaders, and emergency management practitioners. First, it is addressed to senior elected and appointed leaders, such as Territorial department or agency heads – those who have a responsibility to provide for effective response. For the Territory to be prepared for any and all hazards, its leaders must have a baseline familiarity with the concepts and mechanics of the *TEOP*.

At the same time, the *TEOP* informs emergency management practitioners, explaining the operating structures and tools used routinely by first responders and emergency managers at all levels of government. For these readers, the *TEOP* is augmented with online access to supporting documents, further training, and an evolving resource for exchanging lessons learned.<sup>1</sup>

**One of the challenges to effective response is the relatively high turnover and short tenure among elected and appointed officials responsible for response at all levels.**

Effective response hinges upon well-trained leaders and responders who have invested in response preparedness, developed engaged partnerships, and are able to achieve shared objectives. The players’ bench is constantly changing, but a concise, common playbook is needed by all.

This *TEOP* is intended to supply that essential playbook. It is rooted in extensive consultation among practitioners and policymakers at all levels. Operational planning for specific types of incidents has accelerated and improved nationwide since the terrorist attacks of September 11, 2001 (or 9/11). Such plans will continue to evolve in alignment with the *TEOP*.

---

<sup>1</sup>To support users of the *TEOP*, VITEMA has created an online **TEOP Resource Center**, available at <http://www.vitema.gov/TEOP>. This online resource will routinely grow and evolve in support of the *TEOP* and those who work with it. The initial postings contain multiple supporting documents, operational plans, standard forms, and other tools that are commonly used by the incident management community. The site will further explain technical aspects of the *TEOP*, and will routinely post supporting documents as they are newly generated or improved.

## TEOP UNPACKED

The *TEOP* presents the key response principles, participants, roles, and structures that guide the Territorial's response operations. The remainder of the *TEOP* is organized as follows:

- **Chapter I – Roles and Responsibilities.** This chapter sharpens the focus on **who** is involved with emergency management activities at the Territorial and Federal levels and with the private sector and NGOs.
- **Chapter II – Response Actions.** This chapter describes **what** we as a Territory collectively do to respond to incidents.
- **Chapter III – Response Organization.** This chapter explains **how** we as a Territory are organized to implement response actions.
- **Chapter IV – Planning: A Critical Element of Effective Response.** This chapter emphasizes the importance of planning and summarizes the elements of Territorial planning structures.
- **Chapter V – Additional Resources.** This final chapter summarizes the content and plan for the online **TEOP Resource Center**, a new, actively managed VITEMA Web site that will deliver state-of-the-art support for the *TEOP* with additional support tools shaped by and addressed to the response community.

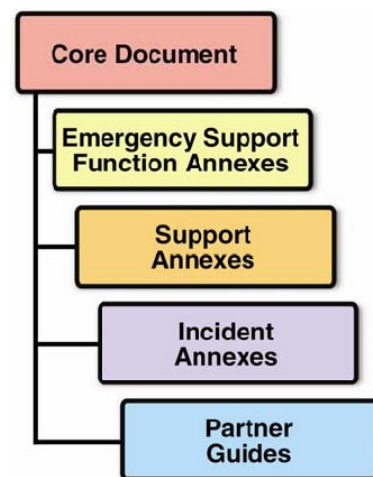
## HOW THE TEOP IS ORGANIZED

The *TEOP* is comprised of the core document, the **Emergency Support Function (ESF), Support, and Incident Annexes**, and the **Partner Guides**. The core document describes the doctrine that guides our Territorial response, roles and responsibilities, response actions, response organizations, and planning requirements to achieve an effective response to any incident that occurs.

The following documents provide more detailed information to assist practitioners in implementing the *TEOP*:

- **Emergency Support Function Annexes** group Territorial resources and capabilities into functional areas that are most frequently needed in a Territorial response (e.g., Transportation, Firefighting, Mass Care).
- **Support Annexes** describe essential supporting aspects that are common to all incidents (e.g., Financial Management, Volunteer and Donations Management, Private-Sector Coordination).
- **Incident Annexes** address the unique aspects of how we respond to seven broad incident categories (e.g., Biological, Nuclear/Radiological, Cyber, and Mass Evacuation).
- **Partner Guides** provide ready references describing key roles and actions for Territorial, Federal, and private-sector response partners.

The **National Incident Management System (NIMS)** is a companion document that provides standard command and management structures that apply to response activities. This system provides a consistent, nationwide template to enable Federal, State, tribal, and local



governments, the private sector, and NGOs to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of cause, size, location, or complexity. This consistency provides the foundation for utilization of the *NIMS* for all incidents, ranging from daily occurrences to incidents requiring a coordinated Federal response.

## RESPONSE: THE WHO

**An effective, unified Territorial response requires layered, mutually supporting capabilities.** The *TEOP* systematically incorporates public-sector agencies, the private sector, and NGOs. It also emphasizes the importance of personal preparedness by individuals and households.

Communities, the Territory, States, the Federal Government, NGOs, and the private sector should each understand their respective roles and responsibilities, and complement each other in achieving shared goals. Each governmental level plays a prominent role in developing capabilities needed to respond to incidents. This includes developing plans, conducting assessments and exercises, providing and directing resources and capabilities, and gathering lessons learned. These activities require that involved organizations understand their roles and responsibilities, and how they fit within and are supported by the *TEOP*.

**It is important that each level of government adapt and apply the general roles outlined in the *TEOP*.** To do this, organizations should define key leadership and staff functions, adopt capabilities-based planning as the method to build response capabilities, and impose the discipline needed to plan and operate effectively. Partner Guides that summarize core *TEOP* concepts and are tailored specifically to leaders at different levels and types of organizations are provided through the online **TEOP Resource Center**.

Even when a community is overwhelmed by an incident, there is still a core, sovereign responsibility to be exercised at this local level, with unique response obligations to coordinate with Territorial, Federal, and private-sector support teams. Each organization or level of government therefore has an imperative to fund and execute its own core emergency management responsibilities.

Below is a brief summary of emergency management roles at the local, Territorial and Federal levels, as well as the roles of private-sector organizations. Emergency management is the coordination and integration of all activities necessary to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism, or other manmade disasters.

**Territorial Government. Resilient communities begin with prepared individuals and depend on the leadership and engagement of local government, NGOs, and the private sector.** Individuals, families, and caregivers to those with special needs should enhance their awareness of risk and threats, develop household emergency plans that include care for pets and service animals, and prepare emergency supply kits.<sup>2</sup> Individuals can also volunteer in their communities.

Local police, fire, emergency medical services, public health and medical providers, emergency management, public works, environmental response professionals, and others in the community are often the first to detect a threat or hazard, or respond to an incident. They also are often the last to leave an incident site or otherwise to cope with the effects of an incident. The local senior elected or appointed official is responsible for ensuring the public safety and welfare of residents. In today's world, senior officials and their emergency managers build the foundation for an effective response. They organize and integrate their capabilities and resources with neighboring

---

<sup>2</sup> More information on preparing a household emergency plan is available at <http://www.ready.gov>



jurisdictions, the State, NGOs, and the private sector. Increasingly, businesses are vital partners within communities wherever retail locations, service sites, manufacturing facilities, or management offices are located. NGOs and not-for-profit organizations also play a key role in strengthening communities' response efforts through their knowledge of hard-to-reach populations, outreach, and services.

The Territory has resources of our own, including emergency management and homeland security agencies, State police, health agencies, transportation agencies, incident management teams, specialized teams, and the National Guard. The role of the State government in response is to supplement local efforts before, during, and after incidents. **If the Territory anticipates that its resources may be exceeded, the Governor can request assistance from the Federal Government and/or from other States through mutual aid and assistance agreements such as the Emergency Management Assistance Compact (EMAC).<sup>3</sup>**

**The Federal Government.** The Federal Government maintains a wide array of capabilities and resources that can be made available upon request of the Governor. When an incident occurs that exceeds or is anticipated to exceed State, tribal, or local resources, the Federal Government may provide resources and capabilities to support the State response. For incidents involving primary Federal jurisdiction or authorities (e.g., on a military base or a Federal facility or lands), Federal departments or agencies may be the first responders and first line of defense, coordinating activities with State, territorial, tribal, and local partners. The Federal Government also maintains working relationships with the private sector and NGOs.

Pursuant to the Homeland Security Act of 2002 and Homeland Security Presidential Directive (HSPD) 5, the Secretary of Homeland Security is the principal Federal official for domestic incident management. Incident management refers to how incidents are managed across all homeland security activities, including prevention, protection, and response and recovery. Other Federal departments and agencies have key responsibilities to support national response activities and carry out those responsibilities within the overarching coordinating mechanisms of this NRF. DHS coordinates with other agencies to surge Federal support at the headquarters, regional, and field levels.

**The Private Sector and NGOs.** The private sector and NGOs contribute to response efforts through engaged partnerships with each level of government. Private-sector organizations and NGOs are encouraged to develop contingency plans and to work with State and local planners to ensure that their plans are consistent with pertinent plans, the *NIMS*, and *NRF Framework*. The protection of critical infrastructure and the ability to rapidly restore normal commercial activities can mitigate the impact of an incident, improve the quality of life of individuals, and accelerate the pace of recovery for communities and the Nation. There are not-for-profit owners/operators of critical infrastructure and key resources (CIKR) facilities, notably in healthcare and power generation.

It is not always obvious at the outset whether a seemingly minor event might be the initial phase of a larger, rapidly growing threat. The *TEOP* incorporates standardized organizational structures that promote on-scene initiative, innovation, and sharing of essential resources drawn from all levels of government, NGOs, and the private sector. Response must be quickly scalable, flexible, and adaptable.

The *TEOP* is also intended to accelerate the assessment and response to incidents that may require Federal assistance. In practice, many incidents require virtually reflexive activation of interagency coordination protocols to forestall the incident from becoming worse or to surge more aggressively to contain it. A Territorial department or agency acting on independent authority may be the initial and the primary responder, but incidents that require more

---

<sup>3</sup> A reference paper on EMAC is available at the **NRF Resource Center**, <http://www.fema.gov/NRF>.



systematic Territorial response efforts are now actively coordinated through the appropriate *TEOP* mechanisms described in this document and in its supporting annexes. This initial coordination of Territorial incident assessment and response efforts is intended to occur seamlessly, without the need for any formal trigger mechanism.

## **RESPONSE DOCTRINE**

**Response doctrine defines basic roles, responsibilities, and operational concepts for response across all levels of government and with NGOs and the private sector.** The overarching objective of response activities centers upon saving lives and protecting property and the environment. Five key principles of operations define response actions in support of the Nation's response mission. Taken together, these five principles of operation constitute Territorial response doctrine.

### **ENGAGED PARTNERSHIP**

Leaders at all levels must communicate and actively support engaged partnerships by developing shared goals and aligning capabilities so that no one is overwhelmed in times of crisis. Layered, mutually supporting capabilities at Federal, State, tribal, and local levels allow for planning together in times of calm and responding together effectively in times of need. Engaged partnership includes ongoing communication of incident activity among all partners to the *TEOP*, and shared situational awareness for a more rapid response. In particular, the potential for terrorist incidents requires a *heightened state of readiness* and nimble, practiced capabilities baked into the heart of our preparedness and response planning.

**Engaged partnerships are essential to preparedness.** Effective response activities begin with a host of preparedness activities conducted well in advance of an incident. Preparedness involves a combination of planning, resources, training, exercising, and organizing to build, sustain, and improve operational capabilities. Preparedness is the process of identifying the personnel, training, and equipment needed for a wide range of potential incidents, and developing jurisdiction-specific plans for delivering capabilities when needed for an incident.

Preparedness activities should be coordinated among all involved agencies within the jurisdiction, as well as across jurisdictions. Integrated planning, described later in this *TEOP*, will assist in identifying gaps in capability and developing strategies to fill those gaps.

Nationwide preparedness is described in the *National Preparedness Guidelines* and the *National Exercise Program*.<sup>11</sup> These documents lay out 15 National Planning Scenarios that form the basis of the newly coordinated national exercise schedule and priorities, and identify 37 core capabilities that are needed to support response across the Nation. The *Guidelines* identify core local, tribal, community, and State capabilities that will be supported by the DHS homeland security grant programs.

### **TIERED RESPONSE**

**Incidents must be managed at the lowest possible jurisdictional level and supported by additional capabilities when needed.** It is not necessary that each level be overwhelmed prior to requesting resources from another level.

#### **Response Doctrine: Five Key Principles**

- 1. Engaged partnership**
- 2. Tiered response**
- 3. Scalable, flexible, and adaptable operational capabilities**
- 4. Unity of effort through unified command**
- 5. Readiness to act**

Incidents begin and end locally, and most are wholly managed at the local level. Many incidents require unified response from local agencies, NGOs, and the private sector, and some require additional support from neighboring jurisdictions or the State. A small number require Federal support. National response protocols recognize this and are structured to provide additional, tiered levels of support when there is a need for more resources or capabilities to support and sustain the response and initial recovery. All levels should be prepared to respond, anticipating resources that may be required.

## **SCALABLE, FLEXIBLE, AND ADAPTABLE OPERATIONAL CAPABILITIES**

**As incidents change in size, scope, and complexity, the response must adapt to meet requirements.** The number, type, and sources of resources must be able to expand rapidly to meet needs associated with a given incident. The *Framework's* disciplined and coordinated process can provide for a rapid surge of resources from all levels of government, appropriately scaled to need. Execution must be flexible and adapted to fit each individual incident. For the duration of a response, and as needs grow and change, responders must remain nimble and adaptable. Equally, the overall response should be flexible as it transitions from the response effort to recovery.

This *TEOP* is grounded in doctrine that demands a tested inventory of common organizational structures and capabilities that are scalable, flexible, and adaptable for diverse operations. Adoption of the *Framework* across all levels of government and with businesses and NGOs will facilitate interoperability and improve operational coordination.

## **UNITY OF EFFORT THROUGH UNIFIED COMMAND**

**Effective *unified command* is indispensable to response activities and requires a clear understanding of the roles and responsibilities of each participating organization.** Success requires *unity of effort*, which respects the chain of command of each participating organization while harnessing seamless coordination across jurisdictions in support of common objectives.

Use of the Incident Command System (ICS) is an important element across multijurisdictional or multiagency incident management activities. It provides a structure to enable agencies with different legal, jurisdictional, and functional responsibilities to coordinate, plan, and interact effectively on scene. As a team effort, unified command allows all agencies with jurisdictional authority and/or functional responsibility for the incident to provide joint support through mutually developed incident objectives and strategies established at the command level. Each participating agency maintains its own authority, responsibility, and accountability. This *Framework* employs the *NIMS* standardized structures and tools that enable a unified approach to be effective both on scene and at the emergency operations centers.

The *NIMS* supports response through the following elements of unified command: (1) developing a single set of objectives; (2) using a collective, strategic approach; (3) improving information flow and coordination; (4) creating common understanding of joint priorities and restrictions; (5) ensuring that no agency's legal authorities are compromised or neglected; and (6) optimizing the combined efforts of all agencies under a single plan.

## **READINESS TO ACT**

**Effective response requires readiness to act balanced with an understanding of risk.** From individuals, households, and communities to local, tribal, Territory, and Federal governments, national response depends on the instinct and ability to act. A forward-leaning posture is imperative for incidents that have the potential to expand rapidly in size, scope, or complexity, and for no-notice incidents.

**Once response activities have begun, on-scene actions are based on *NIMS* principles.**

To save lives and protect property and the environment, decisive action on scene is often required of responders. Although some risk may be unavoidable, first responders can effectively anticipate and manage risk through proper training and planning.

Command, single or unified, is responsible for establishing immediate priorities for the safety of not only the public, but the responders and other emergency workers involved in the response, and for ensuring that adequate health and safety measures are in place. The Incident Commander should ensure that each incident has a designated safety officer who has been trained and equipped to assess the operation, identify hazardous and unsafe situations, and implement effective safety plans.

**Acting swiftly and effectively requires clear, focused communication and the processes to support it.**

Without effective communication, a bias toward action will be ineffectual at best, likely perilous. An effective national response relies on disciplined processes, procedures, and systems to communicate timely, accurate, and accessible information on the incident's cause, size, and current situation to the public, responders, and others. Well-developed public information, education strategies, and communication plans help to ensure that lifesaving measures, evacuation routes, threat and alert systems, and other public safety information are coordinated and communicated to numerous diverse audiences in a consistent, accessible, and timely manner.

# CHAPTER I—ROLES AND RESPONSIBILITIES

This chapter provides an overview of the roles and responsibilities of key partners at the Territorial and Federal levels who implement the *TEOP*. This includes an important role for the private sector and nongovernmental organizations (NGOs). This chapter sharpens the focus on *who is involved* with the *TEOP* and what must be done to build and maintain essential response capabilities.

## TERRITORIAL

**The responsibility for responding to incidents, both natural and manmade, begins at the Territorial level – with individuals and public officials in the island affected by the incident.** Local leaders and emergency managers prepare their communities to manage incidents locally. The *TEOP*'s response doctrine plays a key role in helping community leaders to coordinate resources within jurisdictions, among adjacent jurisdictions, and with the private sector and NGOs such as the American Red Cross. This section describes the roles and responsibilities of key leadership elements within communities.

**Governor.** As the Territory's chief executive officer, is responsible for ensuring the public safety and welfare of the people of that jurisdiction. Specifically, the governor provides strategic guidance and resources during preparedness, response, and recovery efforts. Emergency management, including preparation and training for effective response, is a core obligation of local leaders.

The Governor or appointed officials must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and response. On an ongoing basis, elected and appointed officials may be called upon to help shape or modify laws, policies, and budgets to aid preparedness efforts and to improve emergency management and response capabilities.

Any incident can have a mix of public health, economic, social, environmental, criminal, and political implications with potentially serious long-term effects. Significant incidents require a coordinated response across agencies and jurisdictions, political boundaries, sectors of society, organizations, etc. These incidents will require that publicly elected and appointed officials, as well as business owners and community leaders, make difficult decisions for the benefit of the community as a whole.

Elected and appointed officials help their communities prepare for, respond to, and recover from potential incidents. Key responsibilities include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners. The objective is to get to know, coordinate with, and train with local partners in advance of an incident and to develop mutual aid and/or assistance agreements for support in response to an incident.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting participation in local mitigation efforts within the jurisdiction and, as appropriate, with the private sector.
- Understanding and implementing laws and regulations that support emergency management and response.

- Ensuring that emergency plans take into account the needs of:
  - The jurisdiction, including persons, property, and structures.
  - Individuals with special needs, including those with service animals.
  - Individuals with household pets.
- Encouraging residents to participate in volunteer organizations and training courses.
- In accordance with Territorial law, may be able to make, amend, or suspend certain orders or regulations associated with response.
- Communicates to the public and helps people, businesses, and organizations cope with the consequences of any type of incident.
- Commands the Territorial military forces (National Guard personnel not in Federal service).
- Coordinates assistance from other States through interstate mutual aid and assistance compacts, such as the Emergency Management Assistance Compact.
- Requests Federal assistance including, if appropriate, a Stafford Act Presidential declaration of an emergency or major disaster, when it becomes clear that State capabilities will be insufficient or have been exceeded.

As noted in *A Governor's Guide to Homeland Security*,<sup>4</sup> before being sworn in, each new Governor should:

- Avoid vacancies in key homeland security positions such as the State homeland security director or the VITEMA Director. A newly elected Governor should work with his or her transition team to identify these key personnel early to minimize vacancies and encourage overlap with the outgoing administration. As soon as a new Governor selects people for these positions, the department or agency they are about to lead should be informed.
- Ensure that a staff able to manage a disaster response operation is in place on their inauguration day.
- Task their incoming gubernatorial staff, particularly the legal counsel, with reviewing the procedures necessary for them to declare a State emergency and use their emergency powers.

**Emergency management leaders also work closely with the Legislature during incidents and on an ongoing basis regarding local preparedness capabilities and needs.**

Senators play an important, ongoing role in supporting their constituents for effective local response and emergency planning. Members often help local leaders understand the Federal resources that are available to prepare for incidents. Especially during high-consequence events, many citizens traditionally contact Members for assistance or information on Federal response policies and assistance. The Department of Homeland Security (DHS) recognizes a special obligation to provide Members representing affected areas with timely information about incidents that involve Federal response.

## **The Virgin Islands Emergency Management and Homeland Security**

**Council.** The Virgin Islands Emergency Management and Homeland Security Council (EMHS Council) was created through Act 7074, the Emergency Management Act of 2009, and is composed of the VITEMA Director, who serves as Chairman, and commissioners of departments and directors of agencies or bureaus within the executive branch of the Government of the Virgin Islands who are named to the EMHS Council by Executive Order of the Governor including the

---

<sup>4</sup> National Governors Association, *A Governor's Guide to Homeland Security*, 2007, p. 11. Available at <http://www.nga.org>

Attorney General of the Virgin Islands, the Adjutant General of the Virgin Islands National Guard and the executive directors of the following semiautonomous agencies, instrumentalities or public corporations of the Government:

- Government Employees Retirement System
- Juan F. Luis Hospital
- Schneider Regional Medical Center
- University of the Virgin Islands
- Virgin Islands Economic Development Authority
- Virgin Islands Government Hospitals and Health Facilities Corp.
- Virgin Islands Housing Finance Authority
- Virgin Islands Port Authority
- Virgin Islands Public Finance Authority
- Virgin Islands Public Service Commission
- Virgin Islands Waste Management Authority
- Virgin Islands Water and Power Authority
- West Indian Company Ltd.

The Governor, in consultation with the VITEMA Director, may invite other entities to serve including: the chief executive officer of any corporations or other business entity that operates, in the Virgin Islands, a public utility regulated by the Public Services Commission; the chief executive officer of any private emergency responder entity operating in the Territory; and/or private sector entities including, but not limited to, the chambers of commerce and hotel associations.

The role and responsibilities of the VIEMHS Council is to:

- Plan and coordinate the federal and territorial emergency management programs with FEMA and any other federal or territorial agencies or other appropriate public or private entities.
- Assist the Territorial Coordinating Officer in responding to the Federal Coordinating Officer or other appropriate federal agents or officers, in the event the President approves a request from the Governor for an emergency declaration or major disaster declaration;
- Provide goals and objectives to the VITEMA Director for implementing the *TEOP*;
- Work with the VITEMA Director and all other government agencies, to establish standards for the operations and activities of the Government related to homeland security efforts.
- Each entity made a member of the EMHS Council must designate an Emergency Support Function ("ESF") point-of-contact and notify the VITEMA Director of the person's name and telephone number.
  - The person designated to serve as an ESF POC cannot be the person designated to serve on the EMHS Council.
  - The person designated as the ESF POC shall be responsible to coordinate the respective entity's policies and resources as required by the *TEOP*.
  - The head of each entity on the EMHS Council shall give written authority to the ESF POC enabling that person to obtain and provide the support specific in the *TEOP* and provide a copy of the written authority the VITEMA Director.

**Emergency Manager.** The local emergency manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities. He or she works with chief elected and appointed officials to ensure that there are unified objectives with regard to the jurisdiction's emergency plans and activities. This role entails coordinating all aspects of a jurisdiction's capabilities.

The emergency manager coordinates all components of the local emergency management program, to include assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls.

Other duties of the local emergency manager might include the following:

- Coordinating the planning process and working cooperatively with other local agencies and private-sector organizations.
- Developing mutual aid and assistance agreements.
- Coordinating damage assessments during an incident.
- Advising and informing local officials about emergency management activities during an incident.
- Developing and executing public awareness and education programs.
- Conducting exercises to test plans and systems and obtain lessons learned.
- Involving the private sector and NGOs in planning, training, and exercises.

**Department and Agency Heads.** The local emergency manager is assisted by, and coordinates the efforts of, employees in departments and agencies that perform emergency management functions. Department and agency heads collaborate with the emergency manager during development of local emergency plans and provide key response resources. Participation in the planning process ensures that specific capabilities (e.g., firefighting, law enforcement, emergency medical services, public works, environmental and natural resources agencies) are integrated into a workable plan to safeguard the community.

These department and agency heads and their staffs develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They should also participate in interagency training and exercises to develop and maintain the necessary capabilities.

**Individuals and Households.** Although not formally a part of emergency management operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

- **Reducing hazards in and around their homes.** By taking simple actions, such as raising utilities above flood level or taking in unanchored objects during high winds, people can reduce the amount of damage caused by an incident.
- **Preparing an emergency supply kit and household emergency plan.** By developing a household emergency plan and assembling disaster supplies in advance of an event, people can take care of themselves until assistance arrives. This includes supplies for household pets and service animals. See the recommended disaster supplies list at <http://www.vitema.gov> and <http://www.ready.gov>.
- **Monitoring emergency communications carefully.** Throughout an emergency, critical information and direction will be released to the public via various media. By carefully following the directions provided, residents can reduce their risk of injury, keep emergency routes open to response personnel, and reduce demands on landline and cellular communication.



- **Volunteering with an established organization.** Organizations and agencies with a role in response and recovery are always seeking hardworking, dedicated volunteers. By volunteering with an established voluntary agency, individuals and households become part of the emergency management system and ensure that their efforts are directed where they are needed most.
- **Enrolling in emergency response training courses.** Emergency response training, whether basic first aid through the American Red Cross or a more complex course through a local college, will enable residents to take initial response actions required to take care of themselves and their households, thus allowing first responders to focus on higher priority tasks that affect the entire community.

Citizen Corps brings together local leaders from government and civic leaders from NGOs and the private sector to prepare for and respond to incidents. Citizen Corps Councils are typically sponsored by elected or appointed officials and/or emergency managers. These Councils provide leadership and support for programs that educate, train, and engage community volunteers to support emergency management and responders.

**Governor. Public safety and welfare of the Territory's citizens are fundamental responsibilities of every Governor.**

**State Homeland Security Advisor.** The State Homeland Security Advisor serves as counsel to the Governor on homeland security issues and may serve as a liaison between the Governor's office, DHS, and other organizations both inside and outside of the Territory. The Homeland Security Advisor is typically the VITEMA Director. The advisor often chairs a committee comprised of representatives of relevant agencies, including public safety, the National Guard, emergency management, public health, and others charged with developing prevention, protection, response, and recovery strategies. This also includes preparedness activities associated with these strategies.

**Director, VITEMA.** The Director of VITEMA ensures that the Territory is prepared to deal with large-scale emergencies and is responsible for coordinating the Territory's response in any incident.

This includes supporting local agencies as needed or requested and coordinating assistance with other States and/or the Federal Government.

If local resources are not adequate and requires resources beyond those available within the Territory, local agencies may request certain types of Federal assistance directly in non-Stafford Act situations. For example, the Environmental Protection Agency or U.S. Coast Guard may assess or mitigate oil or chemical spills **without waiting for requests for a Presidential declaration**. However, only the Governor can request a Presidential declaration under the Stafford Act.

**Other Territorial Departments and Agencies.** Territorial department and agency heads and their staffs develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They should also participate in interagency training and exercises to develop and maintain the necessary capabilities. They are vital to the Territory's overall emergency management and homeland security programs, as they bring expertise spanning the ESFs and serve as core members of the State emergency operations center.

## **THE PRIVATE SECTOR AND NGOs**

Government agencies are responsible for protecting the lives and property of their citizens and promoting their well-being. However, the government does not, and cannot, work alone. **In**

**many facets of an incident, the government works with private-sector groups as partners in emergency management.**

**Private Sector.** Private sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. In addition, emergency managers must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent.

Participation of the private sector varies based on the nature of the organization and the nature of the incident. The five distinct roles that private-sector organizations play are summarized in Table 1.

Table 1. Private-Sector Response Role	
<u>Category</u>	<u>Role in This Category</u>
Impacted Organization or Infrastructure	Private-sector organizations may be impacted by direct or indirect consequences of the incident. These include privately owned critical infrastructure, key resources, and other private-sector entities that are significant to local, regional, and national economic recovery from the incident. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and hospitals. Critical infrastructure and key resources (CIKR) are grouped into 17 sectors that together provide essential functions and services supporting various aspects of the American government, economy, and society.
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may be legally responsible for preparing for and preventing incidents from occurring and responding to an incident once it occurs. For example, Federal and local regulations require owners/operators of power plants to maintain emergency plans and facilities and to perform assessments, prompt notifications, and training for a response to an incident.
Response Resource	Private-sector entities provide response resources (donated or compensated) during an incident – including specialized teams, essential service providers, equipment, and advanced technologies – through local public-private emergency plans or mutual aid and assistance agreements, or in response to requests from government and nongovernmental-volunteer initiatives.
Partner With State/Local Emergency Organizations	Private-sector entities may serve as partners in Territorial emergency preparedness and response.
Components of the Nation’s Economy	As the key element of the Territorial economy, private-sector resilience and continuity of operations planning, as well as recovery and restoration from an actual incident, represent essential homeland security activities.

**Many private-sector organizations are responsible for operating and maintaining portions of the Territory's critical infrastructure.** Critical infrastructures include those assets, systems, networks, and functions – physical or virtual – so vital to the Virgin Islands that their incapacitation or destruction would have a debilitating impact on security, national economic security, public health or safety, or any combination of those matters. Key resources are publicly or privately controlled resources essential to minimal operation of the economy and the government.

**During an incident, key private-sector partners should be involved in the local crisis decision-making process or at least have a direct link to key local emergency managers.** Communities cannot effectively respond to, or recover from, incidents without strong cooperative relations with the private sector.

Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities. Planning for the protection of information and the continuity of business operations. Planning for responding to and recovering from incidents that impact their own infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how they can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

**Nongovernmental Organizations. NGOs play enormously important roles before, during, and after an incident.** For example, NGOs provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. These groups often provide specialized services that help individuals with special needs, including those with disabilities.

A key feature of NGOs is their inherent independence and commitment to specific sets of interests and values. These interests and values drive the groups' operational priorities and shape the resources they provide. Such NGOs bolster and support government efforts at all levels – for response operations and planning. However, NGOs may also need government assistance, and when planning the allocation of local community emergency management resources and structures, some government organizations provide direct assistance to NGOs. NGOs collaborate with responders, governments at all levels, and other agencies and organizations.

Examples of NGO and voluntary organization contributions include:

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, or assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping coordinate the provision of assistance.

Some NGOs are officially designated as support elements to national response capabilities.

- **The American Red Cross.** The American Red Cross is a supporting agency to the mass care functions of Emergency Support Function (ESF) #6. While it does not direct other NGOs, the American Red Cross takes the lead in integrating the efforts of the national NGOs that provide mass care services during response operations.
- **Voluntary Organizations Active in Disaster (VOAD).** VOAD is the forum where organizations share knowledge and resources throughout the disaster cycle – preparation, response, and recovery – to help disaster survivors and their communities. VOAD is a consortium of approximately 50 national organizations and 55 State and territory equivalents. During major incidents, the National VOAD typically sends representatives to the DHS/Federal Emergency Management Agency (FEMA)'s National Response Coordination Center to represent the voluntary organizations and assist in response coordination.

**Volunteers and Donations.** Responding to incidents frequently exceeds the resources of government organizations. Volunteers and donors can support response efforts in many ways, and it is essential that governments at all levels plan ahead to effectively incorporate volunteers and donated goods into their response activities.

For major incidents in which foreign governments, individuals, or organizations wish to make donations, the U.S. Department of State is responsible for managing such donations.

## **FEDERAL**

When an incident occurs that exceeds or is anticipated to exceed Territorial resources – or when an incident is managed by Federal departments or agencies acting under their own authorities – the Federal Government uses the *National Response Framework* to involve all necessary department and agency capabilities, organize the Federal response, and ensure coordination with response partners.

The Federal Government's response structures are **scalable and flexible** – adaptable specifically to the nature and scope of a given incident. The Federal Government has strengthened its capabilities to act in emergencies, and to do so more quickly and comprehensively, based on lessons learned.

The principles of **unified command** are applied at the headquarters, regional, and field levels to enable diverse departments and agencies to work together effectively. Using unified command principles, participants share common goals and synchronize their activities to achieve those goals. The Federal Government also works to establish **engaged partnerships** with States, as well as the private sector. Our national response is more effective when all levels and branches of government work together well before an incident to develop effective plans and achieve a heightened state of preparedness.

**Coordination of Federal Responsibilities.** The President leads the Federal Government response effort to ensure that the necessary coordinating structures, leadership, and resources are applied quickly and efficiently to large-scale and catastrophic incidents. The President's **Homeland Security Council** and **National Security Council**, which bring together Cabinet officers and other department or agency heads as necessary, provide national strategic and policy advice to the President during large-scale incidents that affect the Nation.

Federal disaster assistance is often thought of as synonymous with Presidential declarations and the Stafford Act. The fact is that Federal assistance can be provided to State, tribal, and local jurisdictions, and to other Federal departments and agencies, in a number of different ways through various mechanisms and authorities. Often, Federal assistance does not require coordination by DHS and can be provided without a Presidential major disaster or emergency

declaration. Examples of these types of Federal assistance include that described in the National Oil and Hazardous Substances Pollution Contingency Plan, the Mass Migration Emergency Plan, the National Search and Rescue Plan, and the National Maritime Security Plan. These and other supplemental agency or interagency plans, compacts, and agreements may be implemented concurrently with the *Framework*, but are subordinated to its overarching coordinating structures, processes, and protocols.

When the overall coordination of Federal response activities is required, it is implemented through the Secretary of Homeland Security consistent with Homeland Security Presidential Directive (HSPD) 5. Other Federal departments and agencies carry out their response authorities and responsibilities within this overarching construct. Nothing in this *Framework* alters or impedes the ability of Federal, State, tribal, or local departments and agencies to carry out their specific authorities or perform their responsibilities under all applicable laws, Executive orders, and directives. Additionally, nothing in this *Framework* is intended to impact or impede the ability of any Federal department or agency to take an issue of concern directly to the President or any member of the President's staff.

**Incident Management.** The **Secretary of Homeland Security** is the principal Federal official for domestic incident management. By Presidential directive and statute, the Secretary is responsible for coordination of Federal resources utilized in the prevention of, preparation for, response to, or recovery from terrorist attacks, major disasters, or other emergencies. The role of the Secretary of Homeland Security is to provide the President with an overall architecture for domestic incident management and to coordinate the Federal response, when required, while relying upon the support of other Federal partners. Depending upon the incident, the Secretary also contributes elements of the response consistent with DHS's mission, capabilities, and authorities.

The **FEMA Administrator**, as the principal advisor to the President, the Secretary of the Department of Homeland Security, and the Homeland Security Council on all matters regarding emergency management,<sup>20</sup> helps the Secretary in meeting these HSPD-5 responsibilities.

Federal assistance for incidents that do not require DHS coordination may be led by other Federal departments and agencies consistent with their authorities. The Secretary of Homeland Security may monitor such incidents and may activate specific the *National Response Framework* mechanisms to provide support to departments and agencies without assuming overall leadership for the Federal response to the incident.

The following four HSPD-5 criteria define situations for which DHS shall assume overall Federal incident management coordination responsibilities within the *Framework* and implement the *Framework's* coordinating mechanisms: (1) a Federal department or agency acting under its own authority has requested DHS assistance, (2) the resources of State and local authorities are overwhelmed and Federal assistance has been requested, (3) more than one Federal department or agency has become substantially involved in responding to the incident, or (4) the Secretary has been directed by the President to assume incident management responsibilities.

**Law Enforcement.** The **Attorney General** is the chief law enforcement officer of the United States. Generally acting through the Federal Bureau of Investigation, the Attorney General has the lead responsibility for criminal investigations of terrorist acts or terrorist threats by individuals or groups inside the United States or directed at U.S. citizens or institutions abroad, as well as for coordinating activities of the other members of the law enforcement community to detect, prevent, and disrupt terrorist attacks against the United States. This includes actions that are based on specific intelligence or law enforcement information. In addition, the Attorney General approves requests submitted by State Governors pursuant to the Emergency Federal Law Enforcement Assistance Act for personnel and other Federal law enforcement support during

incidents. The Attorney General also enforces Federal civil rights laws and will provide expertise to ensure that these laws are appropriately addressed.

**National Defense and Defense Support of Civil Authorities.** The primary mission of the Department of Defense (DOD) and its components is national defense. Because of this critical role, resources are committed after approval by the **Secretary of Defense** or at the direction of the **President**. Many DOD components and agencies are authorized to respond to save lives, protect property and the environment, and mitigate human suffering under imminently serious conditions, as well as to provide support under their separate established authorities, as appropriate. The provision of defense support is evaluated by its legality, lethality, risk, cost, appropriateness, and impact on readiness. When Federal military and civilian personnel and resources are authorized to support civil authorities, command of those forces will remain with the Secretary of Defense. DOD elements in the incident area of operations and National Guard forces under the command of a Governor will coordinate closely with response organizations at all levels.<sup>21</sup>

**International Coordination.** The **Secretary of State** is responsible for managing international preparedness, response, and recovery activities relating to domestic incidents and the protection of U.S. citizens and U.S. interests overseas.

**Intelligence.** The **Director of National Intelligence** leads the Intelligence Community, serves as the President's principal intelligence advisor, and oversees and directs the implementation of the National Intelligence Program.

**Other Federal Departments and Agencies.** Under the *Framework*, **various Federal departments or agencies may play primary, coordinating, and/or support roles based on their authorities and resources and the nature of the threat or incident.**<sup>22</sup>

In situations where a Federal department or agency has responsibility for directing or managing a major aspect of a response being coordinated by DHS, that organization is part of the national leadership for the incident and is represented in the field at the Joint Field Office in the Unified Coordination Group, and at headquarters through the National Operations Center and the National Response Coordination Center,<sup>23</sup> which is part of the National Operations Center.

In addition, several Federal departments and agencies have their own authorities to declare disasters or emergencies. For example, the Secretary of Health and Human Services can declare a public health emergency. These declarations may be made independently or as part of a coordinated Federal response. Where those declarations are part of an incident requiring a coordinated Federal response, those Federal departments or agencies act within the overall coordination structure of the *Framework*.



## CHAPTER II—RESPONSE ACTIONS

This chapter describes *what* we as a Territory collectively do to respond to incidents.

### INTRODUCTION

The *TEOP* is intended to strengthen, organize, and coordinate **response actions** across all levels. The doctrine of **tiered response** emphasizes that response to incidents should be handled at the lowest jurisdictional level capable of handling the work. The vast majority of incidents are, in fact, managed locally.

The *TEOP* is focused on incidents of all types, including acts of terrorism, major disasters, and other emergencies. For the purpose of this document, the term “incident” refers to an actual or potential occurrence or event.

Responders and emergency managers are both doers and planners, which is to say that to lead **response** and **recovery** efforts effectively, they must also **prepare** effectively (i.e., plan, organize, equip, train, exercise, and continuously evaluate actual performance).

This chapter describes and outlines key tasks related to the **three phases of effective response: prepare, respond, and recover**.

Each member of our society – including our leaders, professional emergency managers, private-sector representatives, and nongovernmental organizations (NGOs) – has a role to play in strengthening the Nation’s response capabilities. The discussion below provides an overview of the key tasks associated with preparedness, response, and recovery. In each case, the general discussion is augmented by examples of how the key tasks are tailored to align with the needs of responders and emergency managers at all levels.

**Mastery of these key tasks supports unity of effort, and thus improves our ability to save lives, protect property and the environment, and meet basic human needs.**

### PREPARE

**Preparedness is essential for effective response.**

This section discusses the six essential activities for responding to an incident: plan, organize, train, equip, exercise, and evaluate and improve.

#### 1. PLAN

Planning makes it possible to manage the entire life cycle of a potential crisis, determine capability requirements, and help stakeholders learn their roles. It includes the collection and analysis of intelligence and information, as well as the development of policies, plans, procedures, mutual aid and assistance agreements, strategies, and other arrangements to perform missions and tasks. Planning also improves effectiveness by clearly defining required capabilities, shortening the time required to gain control of an incident, and facilitating the rapid exchange of information about a situation.

Governments at all levels have a responsibility to develop detailed, robust, all-hazards response plans. These plans should have clearly defined leadership roles and responsibilities, and they



*The Preparedness Cycle Builds Capabilities*

Figure 2 illustrates the preparedness cycle.



should clearly articulate the decisions that need to be made, who will make them, and when. These plans should include both hazard-specific as well as comprehensive all-hazards plans that are tailored to each respective jurisdiction. They should be integrated, operational, and incorporate key private-sector and NGO elements and persons with disabilities.

Among the many contingencies that response plans must address, planning for evacuations presents particular challenges. In this area, plans must include:

- The lead time required for various scenarios, including no-notice and forewarned events.
- Weather contingencies.
- Transportation.
- Interdependencies between shelter locations and transportation.
- Provisions for special needs populations and those with household pets.

Specific procedures and protocols should augment these plans to guide rapid implementation.

Virtually every Federal department and agency possesses personnel and resources that may be needed in response to an incident. Some Federal departments and agencies have primary responsibility for certain aspects of response, such as hazardous materials removal. Others may have supporting roles in providing different types of resources, such as communications personnel and equipment. Regardless of their roles, all Federal departments and agencies must develop policies, plans, and procedures governing how they will effectively locate resources and provide them as part of a coordinated response.

The Integrated Planning System is the national planning system used to develop interagency and intergovernmental plans based upon the National Planning Scenarios. Local, tribal, State, regional, and Federal plans are mutually supportive. See Chapter IV for significant additional detail regarding planning.

## 2. ORGANIZE

Organizing to execute response activities includes developing an overall organizational structure, strengthening leadership at each level, and assembling well-qualified teams of paid and volunteer staff for essential response and recovery tasks. The *National Incident Management System (NIMS)* provides standard command and management structures that apply to response. This common system enables responders from different jurisdictions and disciplines to work together to respond to incidents.

Governments at all levels should organize to support effective response. The leader of each government organization should vest the official responsible for response activities with sufficient authority to meet the organization's responsibilities under the *Framework*.

Territorial agencies at all levels are encouraged to conduct a thorough, systematic inventory of their response resources and to conform to *NIMS* organizational and management principles as noted above. Government agencies should also ensure they have a cadre of personnel (which can include full-time employees, temporary or surge personnel, and contractors) who are trained in incident management and response principles and organized into teams. Personnel and equipment can be organized to provide a particular function or mission capability.

Governments at all levels should use the *NIMS* resource management principles described below to enhance response capabilities.

- **Individual Resources.** Resources are organized by category, kind, size, capacity, skill, and other characteristics. This organization makes resource management more efficient

and ensures that similar resources from different agencies are organized according to standard principles.

- **Emergency Support Functions.** The Federal Government and many State governments organize much of their resources and capabilities – as well as those of certain private-sector and nongovernmental organizations – under 15 Emergency Support Functions (ESFs). ESFs align categories of resources and provide strategic objectives for their use. ESFs utilize standardized resource management concepts such as typing, inventorying, and tracking to facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident. ESF coordinators and primary agencies are identified on the basis of authorities and resources. Support agencies are assigned based on the availability of resources in a given functional area. ESFs provide the greatest possible access to Federal department and agency resources regardless of which organization has those resources. See Chapter III for significant additional detail regarding ESFs.<sup>24</sup>
- **Pre-Scripted Mission Assignments.** The Federal Government and many State governments use pre-scripted mission assignments to assist in planning and to reduce the time it takes to deploy response resources. Pre-scripted mission assignments identify resources or capabilities of government organizations that are commonly called upon during response to an incident. Pre-scripted mission assignments allow primary and supporting ESF agencies to organize resources that can be tailored to develop, train, and exercise rosters of deployable response personnel. All local, tribal, and State governments are encouraged to use pre-scripted mission assignments to expedite the delivery of services and commodities in response to an incident.
- **Advanced Readiness Contracting.** While the Federal Government and many State governments have tremendous resources on hand to support local governments, certain resources are more efficiently deployed when procured from the private sector. Advanced readiness contracting ensures that contracts are in place before an incident for commonly needed commodities and services such as ice, water, plastic sheeting, temporary power, and debris removal. This type of contracting improves the ability to secure supplies and services by streamlining the process of ordering, acquiring, and distributing resources when needed.
- **Pre-Positioned Resources.** Since virtually all incidents are local in nature, resources should be positioned close to those localities most at risk for particular types of events. For example, the Federal Government pre-positions resource stockpiles to leverage the geographic distribution of Federal regional, district, and field offices across the country. Additionally, federally administered response networks such as the National Urban Search and Rescue Response System and the National Disaster Medical System utilize locally sponsored resources to enhance Federal response efforts, reduce response times, and strengthen preparedness in their communities.

### 3. EQUIP

Local, tribal, State, and Federal jurisdictions need to establish a common understanding of the capabilities of distinct types of response equipment. This facilitates planning before an incident, as well as rapid scaling and flexibility in meeting the needs of an incident. A critical component of preparedness is the acquisition of equipment that will perform to established standards, including the capability to be interoperable with equipment used by other jurisdictions and/or participating organizations.

Effective preparedness requires jurisdictions to identify and have strategies to obtain and deploy major equipment, supplies, facilities, and systems in sufficient quantities to perform assigned missions and tasks. The mobilization, tracking, use, sustaining, and demobilization of physical and human resources require an effective logistics system. That system must support both the residents in need and the teams that are responding to the incident. Resource typing provides a uniform method of sharing commonly understood resources when needed in a major incident.

Governments at all levels should ensure that their personnel have the necessary resources to perform assigned response missions and tasks. This includes obtaining equipment needed to conduct specific response missions and maintaining core capabilities to communicate effectively among Federal, State, tribal, and local responders using the incident management and response structures described in the *Framework*.

Government organizations responsible for providing equipment for response activities should bundle that equipment into standardized equipment caches and be prepared to provide for its safe transportation. They must also routinely service and maintain such equipment and support the resources needed to maintain, repair, and operate it in the field.

## 4. TRAIN

**Building essential response capabilities nationwide requires a systematic program to train individual teams and organizations – to include governmental, nongovernmental, private-sector, and voluntary organizations – to meet a common baseline of performance and certification standards.** Professionalism and experience are the foundation upon which successful response is built. Rigorous, ongoing training is thus imperative.

Individuals and teams, whether paid or volunteer, should meet relevant local, tribal, State, Federal, or professional qualifications, certifications, or performance standards. Content and methods of training must comply with applicable standards and produce required skills and measurable proficiency. FEMA and other organizations offer response and incident management training in online and classroom formats.

## 5. EXERCISE

**Exercises provide opportunities to test plans and improve proficiency in a risk-free environment.** Exercises assess and validate proficiency levels. They also clarify and familiarize personnel with roles and responsibilities. Well-designed exercises improve interagency coordination and communications, highlight capability gaps, and identify opportunities for improvement. Exercises should:

- Include multidisciplinary, multijurisdictional incidents.
- Include participation of private-sector and nongovernmental organizations.
- Cover aspects of preparedness plans, particularly the processes and procedures for activating local, intrastate, or interstate mutual aid and assistance agreements.
- Contain a mechanism for incorporating corrective actions.

**Local agencies should exercise their own response capabilities and evaluate their abilities to perform expected responsibilities and tasks.** This is a basic responsibility of all entities and is distinct from participation in other interagency exercise programs.

## 6. EVALUATE AND IMPROVE

Evaluation and continual process improvement are cornerstones of effective preparedness. Upon concluding an exercise, agencies should evaluate performance against relevant capability objectives, identify deficits, and institute corrective action plans. Improvement planning should develop specific recommendations for changes in practice, timelines for implementation, and assignments for completion.

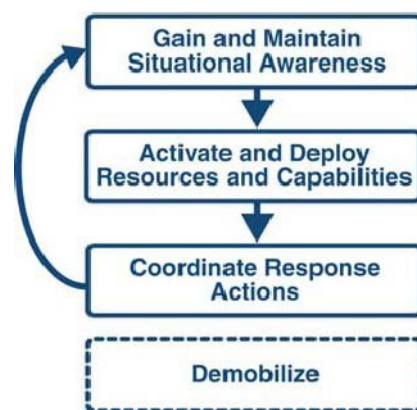
**All agencies should institute a corrective action program to evaluate exercise participation and response, capture lessons learned, and make improvements in their response capabilities.** An active corrective action program will provide a method and define roles and responsibilities for identification, prioritization, assignment, monitoring, and reporting

of corrective actions arising from exercises and real-world events. The Homeland Security Exercise and Evaluation Program (HSEEP) Toolkit is a Web-based system that enables implementation of the corrective action program process. In this way, the continuous cycle of preparedness yields enhancements to national preparedness.

## **RESPOND**

Once an incident occurs, priorities shift – from building capabilities to employing resources to save lives, protect property and the environment, and preserve the social, economic, and political structure of the jurisdiction. Depending on the size, scope, and magnitude of an incident, communities, States, and, in some cases, the Federal Government will be called to action.

Four key actions typically occur in support of a response: (1) gain and maintain situational awareness; (2) activate and deploy key resources and capabilities; (3) effectively coordinate response actions; then, as the situation permits, (4) demobilize. These response actions are illustrated in Figure 3, and their core elements are described below.



### **1. GAIN AND MAINTAIN SITUATIONAL AWARENESS**

**Baseline Priorities.** Situational awareness requires continuous monitoring of relevant sources of information regarding actual and developing incidents. The scope and type of monitoring vary based on the type of incidents being evaluated and needed reporting thresholds. Critical information is passed through established reporting channels according to established security protocols. Priorities include:

- ***Providing the right information at the right time.*** For an effective territorial response, agencies must continuously refine their ability to assess the situation as an incident unfolds and rapidly provide accurate and accessible information to decision makers in a user-friendly manner. It is essential that all levels of government, the private sector (in particular, owners/operators of critical infrastructure and key resources (CIKR)), and NGOs share information to develop a common operating picture and synchronize their response operations and resources.
- ***Improving and integrating national reporting.*** Situational awareness must start at the incident scene and be effectively communicated to the governments and the private sector, to include CIKR. The Territory must integrate existing reporting systems to develop an information and knowledge management system that fulfills national information requirements.
- ***Linking operations centers and tapping subject-matter experts.*** VITEMA has emergency operations centers that monitor events and provide situational awareness. Based on their roles and responsibilities, the EOCs should identify information requirements, establish reporting thresholds, and be familiar with the expectations of decision makers and partners. Situational awareness is greatly improved when experienced technical specialists identify critical elements of information and use them to form a common operating picture.

Reporting and documentation procedures should be standardized to enhance situational awareness and provide emergency management and response personnel with ready access to critical information. Situation reports should contain verified information and explicit details (who, what, where, when, and how) related to the incident. Status reports, which may be

contained in situation reports, relay specific information about resources. Based on an analysis of the threats, jurisdictions issue accessible warnings to the public and provide emergency public information.

**Territorial Actions.** The territorial government can address the inherent challenges in establishing successful information-sharing networks by:

- Using the Fusion Centers that brings together into one central location law enforcement, intelligence, emergency management, public health, and other agencies, as well as private-sector and nongovernmental organizations when appropriate, and that have the capabilities to evaluate and act appropriately on all available information.
- Implementing the National Information Sharing Guidelines to share intelligence and information and improve the ability of systems to exchange data.
- Establishing information requirements and reporting protocols to enable effective and timely decision making during response to incidents. Terrorist threats and actual incidents with a potential or actual terrorist link should be reported immediately to a local or regional Joint Terrorism Task Force.

**Federal Actions.** The National Operations Center (NOC) serves as the national fusion center, collecting and synthesizing all-source information, including information from State fusion centers, across all-threats and all-hazards information covering the spectrum of homeland security partners. Federal departments and agencies should report information regarding actual or potential incidents requiring a coordinated Federal response to the NOC.

Such information may include:

- Implementation of a Federal department or agency emergency plan.
- Actions to prevent or respond to an incident requiring a coordinated Federal response for which a Federal department or agency has responsibility under law or directive.
- Submission of requests for coordinated Federal assistance to, or receipt of a request from, another Federal department or agency.
- Requests for coordinated Federal assistance from State, tribal, or local governments, the private sector, and NGOs.
- Suspicious activities or threats, which are closely coordinated among the Department of Justice/Federal Bureau of Investigation (FBI) Strategic Information and Operations Center (SIOC), the NOC, and the National Counterterrorism Center (NCTC).

The primary reporting method for information flow is the Homeland Security Information Network (HSIN). Additionally, there are threat reporting mechanisms in place through the FBI where information is assessed for credibility and possible criminal investigation. Each Federal department and agency must work with DHS to ensure that its response personnel have access to and are trained to use the HSIN common operating picture for incident reporting.

**VI-Alert.** VI-Alert is the Virgin Islands all-hazards alert and notification system, and part of Government of the Virgin Islands' ongoing commitment to provide residents and visitors with information so that they will understand the risks and threats that they may face and know how to respond accordingly. One of the keys to preparedness is having up-to-date information. VI-Alert issues critical emergency related information including instructions and recommended protective actions developed in real-time by emergency services agencies. This is done through various communications systems for those who register for the free service including email, cell phone, landline, fax and web postings. The information disseminated through VI-Alert includes severe weather warnings, significant highway closures, hazardous materials spills, and other emergency conditions. Additionally VI-Alert issues, through alerts and press releases,

information regarding response actions being taken by Cabinet Agencies and protective actions that should be taken to protect individuals, families and properties.

VI Alert also allows for private notification groups for emergency management organizations and other governmental entities to allow internal notification for information or mass notification.

**Emergency Operations Centers.** Federal operations centers maintain active situational awareness and communications within and among Federal department and agency regional, district, and sector offices across the country. These operations centers are often connected with their State, tribal, and local counterparts, and can exchange information and draw and direct resources in the event of an incident.

## 2. ACTIVATE AND DEPLOY RESOURCES AND CAPABILITIES

**Baseline Priorities.** When an incident or potential incident occurs, responders assess the situation, identify and prioritize requirements, and activate available resources and capabilities to save lives, protect property and the environment, and meet basic human needs. In most cases, this includes development of incident objectives based on incident priorities, development of an Incident Action Plan by the Incident Command in the field, and development of support plans by the appropriate local, tribal, State, and/or Federal Government entities. Key activities include:

- **Activating people, resources, and capabilities.** Across all levels, initial actions may include activation of people and teams and establishment of incident management and response structures to organize and coordinate an effective response. The resources and capabilities deployed and the activation of supporting incident management structures should be directly related to the size, scope, nature, and complexity of the incident. All responders should maintain and regularly exercise notification systems and protocols.
- **Requesting additional resources and capabilities.** Responders and capabilities may be requested through mutual aid and assistance agreements, the State, or the Federal Government. For all incidents, especially large-scale incidents, it is essential to prioritize and clearly communicate incident requirements so that resources can be efficiently matched, typed, and mobilized to support operations.
- **Identifying needs and pre-positioning resources.** When planning for heightened threats or in anticipation of large-scale incidents, local or tribal jurisdictions, States, or the Federal Government should anticipate resources and capabilities that may be needed. Based on asset availability, resources should be pre-positioned and response teams and other support resources may be placed on alert or deployed to a staging area. As noted above, mobilization and deployment will be most effective when supported by planning that includes pre-scripted mission assignments, advance readiness contracting, and staged resources.

**Territorial Actions.** In the event of, or in anticipation of, an incident requiring a coordinated response, the territory should:

- Identify staff for deployment to the emergency operations center (EOC), which should have standard procedures and call-down lists (VI-Alert) to notify department and agency points of contact.
- Work with emergency management officials to take the necessary steps to provide for continuity of operations.
- Activate Incident Management Teams (IMTs) as required. IMTs are incident command organizations made up of the command and general staff members and appropriate functional units of an Incident Command System organization. The level of training and experience of the IMT members, coupled with the identified formal response



requirements and responsibilities of the IMT, are factors in determining the “type,” or level, of the IMT.

- Activate specialized response teams as required. Jurisdictions may have specialized teams including search and rescue teams, crime scene investigators, public works teams, hazardous materials response teams, public health specialists, or veterinarians/animal response teams.
- Activate mutual aid and assistance agreements as required.

**Federal Actions.** In the event of, or in anticipation of, an incident requiring a coordinated Federal response, the National Operations Center (NOC), in many cases acting through the National Response Coordination Center, notifies other Federal departments and agencies of the situation and specifies the level of activation required. After being notified, departments and agencies should:

- Identify and mobilize staff to fulfill their department’s or agency’s responsibilities, including identifying appropriate subject-matter experts and other staff to support department operations centers.
- Identify staff for deployment to the NOC, the NRCC, FEMA Regional Response Coordination Centers (RRCCs), or other operations centers as needed, such as the FBI’s Joint Operations Center. These organizations have standard procedures and call-down lists, and will notify department or agency points of contact if deployment is necessary.
- Identify staff that can be dispatched to the Joint Field Office (JFO), including Federal officials representing those departments and agencies with specific authorities, lead personnel for the JFO Sections (Operations, Planning, Logistics, and Administration and Finance) and the ESFs.
- Begin activating and staging Federal teams and other resources in support of the Federal response as requested by DHS or in accordance with department or agency authorities.
- Execute pre-scripted mission assignments and readiness contracts, as directed by DHS.

Some Federal departments or agencies may deploy to an incident under their own authorities. In these instances, Federal departments or agencies will notify the appropriate entities such as the NOC, JFO, State EOCs, and the local Incident Command.

### 3. COORDINATE RESPONSE ACTIONS

**Baseline Priorities.** Coordination of response activities occurs through response structures based on assigned roles, responsibilities, and reporting protocols. Critical information is provided through established reporting mechanisms. The efficiency and effectiveness of response operations are enhanced by full application of the *NIMS* with its common principles, structures, and coordinating processes. Specific priorities include:

- **Managing emergency functions.** The Territorial government is responsible for the management of emergency functions. Such management includes mobilizing the Virgin Islands National Guard, pre-positioning assets, and supporting communities. The Territorial government, in conjunction with voluntary organization partners, is also responsible for implementing plans to ensure the effective management of the flow of volunteers and goods in the affected area.
- **Coordinating initial actions.** Initial actions are coordinated through the on-scene Incident Command and may include: immediate law enforcement, rescue, firefighting, and emergency medical services; emergency flood fighting; evacuations; transportation detours; and emergency information for the public. As the incident unfolds, the on-scene Incident Command develops and updates an Incident Action Plan, revising courses of action based on changing circumstances.



- **Coordinating requests for additional support.** If additional resources are required, the on-scene Incident Command requests the needed support. Additional incident management and response structures and personnel are activated to support the response. It is critical that personnel understand roles, structures, protocols, and concepts to ensure clear, coordinated actions. Resources are activated through established procedures and integrated into a standardized organizational structure at the appropriate levels.
- **Identifying and integrating resources and capabilities.** Resources and capabilities must be deployed, received, staged, and efficiently integrated into ongoing operations. For large, complex incidents, this may include working with a diverse array of organizations, including multiple private-sector entities and NGOs through prearranged agreements and contracts. Large-scale events may also require sophisticated coordination and time-phased deployment of resources through an integrated logistics system. Systems and venues must be established to receive, stage, track, and integrate resources into ongoing operations. Incident Command should continually assess operations and scale and adapt existing plans to meet evolving circumstances.
- **Coordinating information.** Effective public information strategies are essential following an incident. Incident Command may elect to establish a Joint Information Center (JIC), a physical location where the coordination and dissemination of information for the public and media concerning the incident are managed. JICs may be established locally, regionally, or nationally depending on the size and magnitude of an incident. In the event of incidents requiring a coordinated Federal response, JICs are established to coordinate Federal, State, tribal, local, and private-sector incident communications with the public. By developing media lists, contact information for relevant stakeholders, and coordinated news releases, the JIC staff facilitates dissemination of accurate, consistent, accessible, and timely public information to numerous audiences.

**Specific response actions will vary depending upon the scope and nature of the incident.** Response actions are based on the objectives established by the Incident Command and Unified Coordination Group. Response actions include, but are not limited to:

- Warning the public and providing accessible emergency public information.
- Implementing evacuation and sheltering plans that include provisions for special needs populations and household pets.
- Sheltering evacuees in pre-identified, physically accessible shelters and providing food, water, and other necessities to meet the needs of all people, including persons with disabilities and other special needs.
- Performing search and rescue.
- Treating the injured.
- Providing law enforcement and investigation.
- Controlling hazards (extinguishing fires, containing hazardous materials spills, etc.).
- Ensuring responder safety and health.

**Local Actions.** Within the Territory, *NIMS* principles are applied to integrate response plans and resources across departments and with the private sector and NGOs. **Neighboring jurisdictions such as Puerto Rico and other states play a key role in providing support through a framework of mutual aid and assistance agreements.** These agreements through the Emergency Management Assistance Compact are formal documents. Through the EMAC, resources can be identified that communities are willing to share during an incident. Such agreements should include:

- Definitions of key terms used in the agreement.

- Roles and responsibilities of individual parties.
- Procedures for requesting and providing assistance.
- Procedures, authorities, and rules for allocation and reimbursement of costs.
- Notification procedures.
- Protocols for interoperable communications.
- Relationships with other agreements among jurisdictions.
- Treatment of workers' compensation, liability, and immunity.
- Recognition of qualifications and certifications.

While States typically act as the conduit between the Federal and local governments when Federal assistance is supporting a local jurisdiction, there are certain instances in which Federal partners may play an active role in a unified command. For example, wildfires on Federal land or oil spills are activities for which certain Federal departments or agencies may have authority to respond under their own statutes and jurisdictions.

**The Territory provides the majority of the external assistance to communities.** The Territory is the gateway to several government programs that help communities prepare. Territorial immediate State response activities may include:

- Coordinating warnings and public information through the activation of the Territory's public communications strategy and the establishment of a JIC.
- Distributing supplies stockpiled to meet the emergency.
- Providing needed technical assistance and support to meet the response and recovery needs of individuals and households.
- The Governor suspending existing statutes, rules, ordinances, and orders for the duration of the emergency, to the extent permitted by law, to ensure timely performance of response functions.
- Implementing Territory's donations management plans and coordinating with NGOs and the private sector.
- Ordering the evacuation/sheltering of persons threatened by the incident, giving consideration to the requirements of special needs populations and those with household pets or service animals.
- Mobilizing resources to meet the requirements of people with special needs, in accordance with the TEOP and in compliance with Federal civil rights laws.

In addition to these actions, the Governor may activate elements of the National Guard. The National Guard is a crucial Territorial resource, with expertise in communications, logistics, search and rescue, and decontamination. **National Guard forces employed under State Active Duty or Title 32 status are under the command and control of the Governor of Virgin Islands and are not part of Federal military response efforts.**

Title 32 Full-Time National Guard Duty refers to Federal training or other duty, other than inactive duty, performed by a member of the National Guard. Title 32 is not subject to *posse comitatus* restrictions<sup>28</sup> and allows the Governor, with the approval of the President or the Secretary of Defense, to order a Guard member to duty to:

- Perform training and other operational activities.
- Conduct homeland defense activities for the military protection of the territory or domestic population of the United States, or of the infrastructure or other assets of the

United States determined by the Secretary of Defense to be critical to national security, from a threat or aggression against the United States.

In rare circumstances, the President can federalize National Guard forces for domestic duties under Title 10 (e.g., in cases of invasion by a foreign nation, rebellion against the authority of the United States, or where the President is unable to execute the laws of the United States with regular forces (10 U.S.C. 12406)). When mobilized under Title 10 of the U.S. Code, the forces are no longer under the command of the Governor. Instead, the Department of Defense assumes full responsibility for all aspects of the deployment, including command and control over National Guard forces.

**State-to-State Assistance. If additional resources are required, the Territory can request assistance from other States by using interstate mutual aid and assistance agreements such as the Emergency Management Assistance Compact (EMAC).**

Administered by the National Emergency Management Association, EMAC is a congressionally ratified organization that provides form and structure to the interstate mutual aid and assistance process. Through EMAC or other mutual aid or assistance agreements, the Territory can request and receive assistance from other member States.<sup>5</sup> Such State-to-State assistance may include:

- Invoking and administering a Statewide Mutual Aid Agreement, as well as coordinating the allocation of resources under that agreement.
- Invoking and administering EMAC and/or other compacts and agreements, and coordinating the allocation of resources that are made available to and from other States.

**Requesting Federal Assistance.** When an incident overwhelms or is anticipated to overwhelm the Territory's resources, the Governor may request Federal assistance.<sup>6</sup> In such cases, the affected local jurisdiction, tribe, State, and the Federal Government will collaborate to provide the necessary assistance. The Federal Government may provide assistance in the form of funding, resources, and critical services. Federal departments and agencies respect the sovereignty and responsibilities of local, tribal, and State governments while rendering assistance. The intention of the Federal Government in these situations is not to command the response, but rather to support the affected local, tribal, and/or State governments.

**Robert T. Stafford Disaster Relief and Emergency Assistance Act.** When it is clear that State capabilities will be exceeded, the Governor can request Federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act).<sup>7</sup> The Stafford Act authorizes the President to provide financial and other assistance to State and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following Presidential emergency or major disaster declarations.

The Stafford Act is triggered by a Presidential declaration of a major disaster or emergency, when an event causes damage of sufficient severity and magnitude to warrant Federal disaster assistance to supplement the efforts and available resources of States, local governments, and the disaster relief organizations in alleviating the damage, loss, hardship, or suffering.

---

<sup>5</sup> For more detail about EMAC, see <http://www.emacweb.org/>.

<sup>6</sup> Additional guidance on requesting Federal support can be found in the Overview document at the **NRF Resource Center**, <http://www.fema.gov/NRF>.

<sup>7</sup> Details regarding Federal involvement under the Stafford Act are available at the **NRF Resource Center**, <http://www.fema.gov/NRF>. Additional information about the Stafford Act's disaster process and disaster aid programs is available at <http://www.fema.gov/hazard/dproc.shtml>.

The forms of public assistance typically flow either from a major disaster declaration or an emergency declaration.<sup>8</sup> A **major disaster** could result from any natural or man-made event that the President determines warrants supplemental Federal aid. The event must be clearly more than State or local governments can handle alone.

If declared, funding comes from the President's Disaster Relief Fund, which is managed by FEMA, and the disaster aid programs of other participating Federal departments and agencies. A **Presidential major disaster declaration** triggers long-term Federal recovery programs, some of which are matched by Territorial programs, and designed to help disaster victims, businesses, and public entities. An **emergency declaration** is more limited in scope and without the long-term Federal recovery programs of a major disaster declaration. Generally, Federal assistance and funding are provided to meet a specific emergency need or to help prevent a major disaster from occurring.

**Requesting a Presidential Declaration.** Most incidents are not of sufficient magnitude to warrant a Presidential declaration. However, if Government of the Virgin Islands and local resources are insufficient, **the Governor may ask the President to make such a declaration.** Before making a declaration request, the Governor must activate the TEOP and ensure that all appropriate Territory's and local actions have been taken or initiated, including:

- Surveying the affected areas to determine the extent of private and public damage.
- Conducting joint preliminary damage assessments with FEMA officials to estimate the types and extent of Federal disaster assistance required.
- Consulting with the FEMA Region II Administrator on Federal disaster assistance eligibility, and advising FEMA Region II if a Presidential declaration will be requested.

Ordinarily, only the Governor can initiate a request for a Presidential emergency or major disaster declaration. In extraordinary circumstances, the President may unilaterally declare a major disaster or emergency.<sup>9</sup> This **request is made through the FEMA Region II Administrator** and based on a finding that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the Territory and that Federal assistance is necessary. The request must include:

- Information on the extent and nature of Territory's resources that have been or will be used to address the consequences of the disaster.
- A certification by the Governor that Territory will assume all applicable non-Federal costs required by the Stafford Act.
- An estimate of the types and amounts of supplementary Federal assistance required.
- Designation of a Territorial Coordinating Officer.

A catastrophic incident is defined as any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

<sup>8</sup> The Stafford Act defines an **emergency** as "any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States." A **major disaster** is defined as "any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."

<sup>9</sup> Per section 501(b) of the Stafford Act.

The completed request, addressed to the President, is submitted through the FEMA Regional Administrator, who evaluates the damage and requirements for Federal assistance and makes a recommendation to the FEMA Administrator. The FEMA Administrator, acting through the Secretary of Homeland Security, may then recommend a course of action to the President. The Governor, appropriate Members of Congress, and Federal departments and agencies are immediately notified of a Presidential declaration.

**Proactive Response to Catastrophic Incidents.** Prior to and during catastrophic incidents, especially those that occur with little or no notice, the Territory and Federal governments may take proactive measures to mobilize and deploy assets in anticipation of a formal request from the Territory for Federal assistance. Such deployments of significant Federal assets would likely occur for catastrophic events involving chemical, biological, radiological, nuclear, or high-yield explosive weapons of mass destruction, large-magnitude earthquakes, or other catastrophic incidents affecting heavily populated areas. The proactive responses are utilized to ensure that resources reach the scene in a timely manner to assist in restoring any disruption of normal function of the territorial government. Proactive notification and deployment of Federal resources in anticipation of or in response to catastrophic events will be done in coordination and collaboration with VITEMA and private-sector entities when possible.

**Federal Assistance Available Without a Presidential Declaration.** In many cases, assistance may be obtained from the Federal Government without a Presidential declaration. For example, FEMA places liaisons in the VITEMA EOCs and moves commodities near incident sites that may require Federal assistance prior to a Presidential declaration. Additionally, some types of assistance, such as Fire Management Assistance Grants – which provide support to States experiencing severe wildfires – are performed by Federal departments or agencies under their own authorities and do not require Presidential approval. Finally, Federal departments and agencies may provide immediate lifesaving assistance to the Territory under their own statutory authorities without a formal Presidential declaration.

**Other Federal or Federally Facilitated Assistance.** The National Response Framework covers the full range of complex and constantly changing requirements in anticipation of, or in response to, threats or actual incidents, including terrorism and major disasters. In addition to Stafford Act support, the *Framework* may be applied to provide other forms of support to Federal partners. Federal departments and agencies must remain flexible and adaptable in order to provide the support that is required for a particular incident.

**Federal-to-Federal Support.** Federal departments and agencies execute interagency or intra-agency reimbursable agreements, in accordance with the Economy Act or other applicable authorities. The *Framework's* Financial Management Support Annex<sup>35</sup> contains additional information on this process. Additionally, a Federal department or agency responding to an incident under its own jurisdictional authorities may request DHS coordination to obtain additional Federal assistance.

In such cases, DHS may activate one or more Emergency Support Functions to coordinate required support. Federal departments and agencies must plan for Federal to Territory support missions, identify additional issues that may arise when providing assistance to other Federal departments and agencies, and address those issues in the planning process. When providing Federal-to-Federal support, DHS may designate a Federal Resource Coordinator to perform the resource coordination function.

**International Assistance.** A domestic incident may have international and diplomatic implications that call for coordination and consultations with foreign governments and international organizations. An incident may also require direct bilateral and multilateral actions on foreign affairs issues related to the incident. The Department of State has responsibility for coordinating bilateral and multilateral actions, and for coordinating international assistance.

International coordination within the context of a domestic incident requires close cooperative efforts with foreign counterparts, multilateral/ international organizations, and the private sector. Federal departments and agencies should consider in advance what resources or other assistance they may require or be asked to accept from foreign sources and address issues that may arise in receiving such resources.

**Response Activities.** Specific response actions will vary depending upon the scope and nature of an incident. Response actions are based on the objectives established by the Incident Command and Joint Field Office (JFO)'s Unified Coordination Group. Detailed information about the full range of potential response capabilities is contained in the Emergency Support Function Annexes, Incident Annexes, and Support Annexes.

**Department and Agency Activities.** Territorial departments and agencies, upon receiving notification or activation requests, implement their specific emergency plans to activate resources and organize their response actions. Department and agency plans should incorporate procedures for:

- Designation of department or agency representatives for interagency coordination, and identification local points of contact.
- Activation of coordination groups managed by the department or agency in accordance with roles and responsibilities.
- Activation, mobilization, deployment, and ongoing status reporting for resource-typed teams with responsibilities for providing capabilities under the *TEOP*.
- Ensuring that department or agency resources (e.g., personnel, teams, or equipment) fit into the interagency structures and processes set out in the *TEOP*.

**Regional Response Activities.** The FEMA Regional Administrator deploys a liaison to the VITEMA EOCs to provide technical assistance and also activates the Regional Response Coordination Center (RRCC). Federal department and agency personnel, including ESF primary and support agency personnel, staff the RRCC as required. The RRCCs:

- Coordinate initial regional and field activities.
- In coordination with VITEMA, deploy regional teams to assess the impact of the event, gauge immediate Territory's needs, and make preliminary arrangements to set up operational field facilities.
- Coordinate Federal support until a JFO is established.
- Establish a JIC to provide a central point for coordinating emergency public information activities.

**Incident Management Assistance Team (IMAT).** In coordination with the RRCC and VITEMA, FEMA may deploy an IMAT. IMATs are interagency teams composed of subject-matter experts and incident management professionals. IMAT personnel may be drawn from national or regional Federal department and agency staff according to established protocols. IMAT teams make preliminary arrangements to set up Federal field facilities and initiate establishment of the JFO.

**Emergency Support Functions (ESFs).** The NRCC or RRCC may also activate specific ESFs by directing appropriate departments and agencies to initiate the initial actions delineated in the ESF Annexes.

## 4. DEMOBILIZE

Demobilization is the orderly, safe, and efficient return of a resource to its original location and status. Demobilization should begin as soon as possible to facilitate accountability of the resources and be fully coordinated with other incident management and response structures.



**Territorial Actions.** At the local level, demobilization planning and activities should include:

- Provisions to address and validate the safe return of resources to their original locations.
- Processes for tracking resources and ensuring applicable reimbursement.
- Accountability for compliance with mutual aid and assistance provisions.

**Federal Actions.** The Unified Coordination Group oversees the development of an exit strategy and demobilization plan. As the need for full-time interagency response coordination at the JFO wanes, the Unified Coordination Group plans for selective release of Federal resources, demobilization, transfer of responsibilities, and closeout. The JFO, however, continues to operate as needed into the recovery phase to coordinate those resources that are still active. ESF representatives assist in demobilizing resources and organizing their orderly return to regular operations, warehouses, or other locations.

## **RECOVER**

**Once immediate lifesaving activities are complete, the focus shifts to assisting individuals, households, critical infrastructure, and businesses in meeting basic needs and returning to self-sufficiency.** Even as the immediate imperatives for response to an incident are being addressed, the need to begin recovery operations emerges. The emphasis upon response will gradually give way to recovery operations. Within recovery, actions are taken to help individuals, communities, and the Nation return to normal. Depending on the complexity of this phase, recovery and cleanup efforts involve significant contributions from all sectors of our society.

- **Short-term recovery** is immediate and overlaps with response. It includes actions such as providing essential public health and safety services, restoring interrupted utility and other essential services, reestablishing transportation routes, and providing food and shelter for those displaced by the incident. Although called “short term,” some of these activities may last for weeks.
- **Long-term recovery**, which is outside the scope of the Framework, may involve some of the same actions but may continue for a number of months or years, depending on the severity and extent of the damage sustained. For example, long-term recovery may include the complete redevelopment of damaged areas.

**Recovery from an incident is unique and depends on the amount and kind of damage caused by the incident and the resources that are ready or can quickly obtain.** In the short term, recovery is an extension of the response phase in which basic services and functions are restored. In the long term, recovery is a restoration of both the personal lives of individuals and the livelihood of the community. Recovery can include the development, coordination, and execution of service- and site-restoration plans; reconstitution of government operations and services; programs to provide housing and promote restoration; long-term care and treatment of affected persons; and additional measures for social, political, environmental, and economic restoration. Recovery programs:

- Identify needs and resources.
- Provide accessible housing and promote restoration.
- Address care and treatment of affected persons.
- Inform residents and prevent unrealistic expectations.
- Implement additional measures for community restoration.
- Incorporate mitigation measures and techniques, as feasible.



**Recovery Coordination.** The JFO remains the central coordination point among local, tribal, State, and Federal governments, as well as private-sector and nongovernmental entities that are providing recovery assistance. Examples of Federal and Territorial recovery actions include:

- **Coordinating assistance programs to help individuals, households, and businesses meet basic needs and return to self-sufficiency.** Such programs include housing assistance, other needs assistance, crisis counseling services, disaster legal services, and unemployment or reemployment programs. Other activities include coordinating with local and tribal governments the need for and locations of Disaster Recovery Centers.
- **Establishing Disaster Recovery Centers. Federal, Territorial, voluntary, and nongovernmental organizations determine the need for and location of Disaster Recovery Centers.** Staff provides recovery and mitigation program information, advice, counseling, and related technical assistance.
- Coordinating with private-sector and nongovernmental organizations involved in donations management and other recovery activities.
- Coordinating public assistance grant programs authorized by the Stafford Act. These programs aid local, tribal, and State governments and eligible private nonprofit organizations with the cost of emergency protective services, debris removal, and the repair or replacement of disaster-damaged public facilities and associated environmental restoration.
- Coordinating with the private sector on restoration and recovery of Critical Infrastructure and Key Resources (CIKR). Activities include working with owners/operators to ensure the restoration of critical services, including water, power, natural gas and petroleum, emergency communications, and healthcare.
- Coordinating mitigation grant programs to help communities reduce the potential impacts of future disasters. Activities include developing strategies to rebuild resilient communities.

After the JFO closes, ongoing activities transition to individual agencies with primary recovery responsibilities. Federal partners then work directly with their regional or headquarters offices to administer and monitor recovery programs, support, and technical services.

## CHAPTER III—RESPONSE ORGANIZATION

**This chapter explains how we as a Territory are organized to implement response actions. It describes the organizational structures that have been developed, tested, and refined over time and how these structures are applied at all levels to support an effective response.** The key staff positions needed to operate this system are explained and their relationships and dependencies outlined. The *TEOP*'s response structures are based on the *National Incident Management System (NIMS)*, particularly on its Incident Command System (ICS).

### INTRODUCTION

Homeland Security Presidential Directive (HSPD) 5 called for a single, comprehensive system to enhance the ability of the United States to manage domestic incidents. *NIMS* provides a consistent nationwide template to enable all levels of government, the private sector, and nongovernmental organizations (NGOs) to work together during an incident.

Integrating these *NIMS* principles into all phases of an incident and throughout all levels of government ensures that all stakeholders have a common set of principles from which to operate during an incident.

**Scope of the *TEOP*.** The *TEOP* provides structures for implementing national-level policy and operational coordination for domestic response. It can be partially or fully implemented in the context of a threat, in anticipation of a significant event, or in response to an incident. Selective implementation allows for a scaled response, delivery of the exact resources needed, and a level of coordination appropriate to each event.

The *TEOP* incorporates organizational structures that promote on-scene initiative, innovation, and sharing of essential resources drawn from all levels of government and the private sector. It is not always obvious whether a seemingly minor incident might be the initial phase of a larger, rapidly growing threat. Response must be quickly scalable, flexible, and adaptable.

### KEY CONCEPTS

*NIMS* provides a core set of common concepts, principles, terminology, and technologies in the following areas:

- ***Incident Command System (ICS)*.** Much of *NIMS* is built upon ICS, which was developed by the Federal, State, and local wildland fire agencies during the 1970s. ICS is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance/administration. In some circumstances, intelligence and investigations may be added as a sixth functional area.
- ***Multiagency Coordination System (MACS)*.** The primary function of MACS is to coordinate activities above the field level and to prioritize the incident demands for critical or competing resources, thereby assisting the coordination of the operations in the field. MACS consists of a combination of elements: personnel, procedures, protocols, business practices, and communications integrated into a common system. For the purpose of coordinating resources and support between multiple jurisdictions, MACS can be implemented from a fixed facility or by other arrangements outlined within the system. Examples of multiagency coordination include a State or county emergency operations center, a State intelligence fusion center, the National Operations Center, the Department of Homeland Security/Federal Emergency Management Agency (FEMA) National Response Coordination Center, the Department of Justice/Federal Bureau of

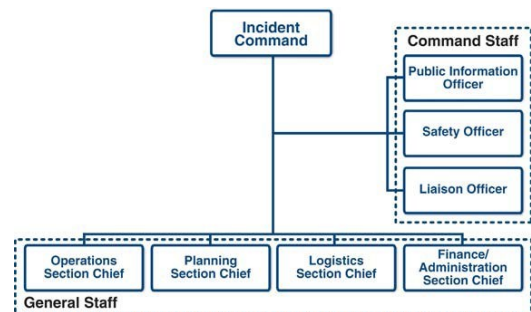
Investigation (FBI) Strategic Information and Operations Center, the FBI Joint Operations Center, and the National Counterterrorism Center.

- **Unified Command.** Unified command is an important element in multijurisdictional or multiagency incident management. It provides guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively. As a team effort, unified command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction to an incident through a common set of incident objectives and strategies and a single Incident Action Plan. Each participating agency maintains its authority, responsibility, and accountability.
- **Training.** Leaders and staff require initial training on response principles, as well as ongoing training to provide updates on current concepts and procedures.
- **Identification and Management of Resources.** Classifying types of resources is essential to ensure that multiple agencies can effectively communicate and provide resources during a crisis, including implementing a plan to inventory, mobilize, and track resources prior to, during, and after an incident.
- **Mutual Aid and Assistance.** Executing mutual aid and other agreements established prior to an incident with appropriate entities at the State and Federal levels is an important element of preparedness, along with the readiness to develop/implement new agreements during the life cycle of an incident.
- **Situational Awareness.** Situational awareness is the ability to identify, process, and comprehend the critical information about an incident. More simply, it is knowing what is going on around you. Situational awareness requires continuous monitoring of relevant sources of information regarding actual incidents and developing hazards.
- **Qualifications and Certification.** Competent staff is a requirement for any leader managing an incident. During a crisis there will not be time to determine staff qualifications, if such information has not yet been compiled and available for review by leaders. To identify the appropriate staff to support a leader during a crisis, qualifications based on training and expertise of staff should be identified and evidenced by certification, if appropriate.
- **Collection, Tracking, and Reporting of Incident Information.** Information today is transmitted instantly via the Internet and the 24/7 news channels. While timely information is valuable, it also can be overwhelming. For an effective response, expertise and experience must be leveraged to support decision-making and to summarize and prioritize information rapidly. Information must be gathered accurately at the scene and effectively communicated to those who need it. To be successful, clear lines of information flow and a common operating picture are essential.
- **Crisis Action Planning.** Deliberative planning during non-incident periods should quickly transition to crisis action planning when an incident occurs. Crisis action planning is the process for rapidly adapting existing deliberative plans and procedures during an incident based on the actual circumstances of an event. Crisis action planning should also include the provision of decision tools for senior leaders to guide their decision making.
- **Exercises.** Consistent with the National Exercise Program, all stakeholders should regularly exercise their incident management and response capabilities and procedures to ensure that they are fully capable of executing their response responsibilities.

## LOCAL RESPONSE: STRUCTURES AND STAFFING

**Field Level: Incident Command.** Local responders use ICS to manage response operations. ICS is a management system designed to enable effective incident management by integrating a combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure.

A basic strength of ICS is that it is already widely adopted. It is used to organize both near-term and long-term field-level operations for a broad spectrum of incidents.



ICS is used by all levels of government – Federal, State, tribal, and local – as well as by many private-sector and nongovernmental organizations. Typically, the incident command is structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance/administration.

ICS defines certain key roles for managing an ICS incident, as follows:

- The **Incident Commander** is the individual responsible for all response activities, including the development of strategies and tactics and the ordering and release of resources. The Incident Commander has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site. When multiple command authorities are involved, the incident may be led by a **unified command comprised of officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance, or agreement**. The unified command provides direct, on-scene control of tactical operations.
- The **Command Staff** consists of a Public Information Officer, Safety Officer, Liaison Officer, and other positions. The Command Staff reports directly to the Incident Commander. The **General Staff** normally consists of an Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Section may be established, if required, to meet response needs.



At the tactical level, on-scene incident command and management organization are located at an **Incident Command Post**, which is typically comprised of local and mutual aid responders.

**Field Level: Area Command.** If necessary, an **Area Command** may be established to assist the agency administrator/executive in providing oversight for the management of multiple incidents being handled by separate Incident Command Posts or to oversee management of a complex incident dispersed over a larger area and broker critical resources. The Area Command does not have operational responsibilities and is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations. The Area

Command or Incident Command Post provides information to, and may request assistance from, the local emergency operations center.

**VITEMA's Emergency Operations Center (EOC).** If the Incident Commander determines that additional resources or capabilities are needed, he or she will contact the **VITEMA EOC** and relay requirements to the local emergency manager.

VITEMA's EOCs are the physical locations where multiagency coordination occurs. EOCs help form a **common operating picture** of the incident, relieve on-scene command of the burden of external coordination, and secure additional resources. The core functions of an EOC include coordination, communications, resource allocation and tracking, and information collection, analysis, and dissemination.

EOCs can be staffed 24 hours a day, 7 days a week, or they may be established to meet short-term needs. The VITEMA's EOCs are established in an established facility and are directed by a full-time **EOC manager**. EOCs are organized by Emergency Support Function (communications, public works, engineering, transportation, resource support, etc.).

During an incident, the EOC manager ensures the EOC is staffed to support the incident command and arranges needed resources. The **EOC Manager** provides policy direction and supports the Incident Commander and emergency manager, as needed.

EOCs at all levels of government often encourage and accommodate private-sector participation. The private sector, in turn, can maintain parallel structures to respond to the needs of the EOC. This representation should complement, not replace, presence in the EOC granted currently to public utilities.

## **TERRITORIAL RESPONSE: STRUCTURES AND STAFFING**

### **VITEMA's Emergency Operations Center (EOC).**

VITEMA's EOCs are the physical location where multiagency coordination occurs which are configured to expand as necessary to manage events requiring Territorial-level assistance.

The local incident command structure directs on-scene emergency management activities and maintains command and control of on-scene incident operations. VITEMA's EOCs are activated as necessary to support emergencies. Therefore, the State EOC is the central location from which off-scene activities supported by VITEMA are coordinated. The key function of VITEMA's EOC personnel is to ensure that those who are located at the scene have the resources (e.g., personnel, tools, and equipment) they need for the response.



Territorial officials typically take the lead to communicate public information regarding incidents occurring in their jurisdictions. It is essential that immediately following the onset of an incident, the territorial government, ensures that:

- Communication lines with the press are open, questions receive prompt responses, and false rumors are refuted before they spread.
- Information about where to receive help is communicated directly to victims and victims' families.

In order to coordinate the release of emergency information and other public affairs functions, a **Joint Information Center (JIC)** may be established. The JIC serves as a focal point for coordinated and timely release of incident-related information to the public and the media. Information about where to receive assistance is communicated directly to victims and their families in an accessible format and in appropriate languages for those with limited English proficiency.

**Requesting and Managing Federal Assistance.** The Governor is responsible for requesting Federal assistance for incidents within the Territory. Overall, Federal incident support is generally coordinated through a **Joint Field Office (JFO)**. The JFO provides the means to integrate diverse Federal resources and engage directly with the Territory. Using unified command principles, a **Unified Coordination Group** comprised of senior officials from the Territory and key Federal departments and agencies is established at the JFO. This group of senior officials provides the breadth of national support to achieve shared objectives.

Details of the structures and staffing models associated with a JFO, the FEMA Regional Response Coordination Centers (RRCCs), and other organizations that support State response are described below, in the section regarding Federal response structures. By way of introduction, the *TEOP* recognizes two senior leaders appointed by the Governor to work in coordination with the Federal JFO team.

**Territorial Coordinating Officer (TCO).** The TCO plays a critical role in managing the Territory's response and recovery operations following Stafford Act declarations. The Governor of the affected State appoints the TCO, and lines of authority flow from the Governor to the TCO, following the Territory's policies and laws. For certain anticipated events in which a Stafford Act declaration is expected, such as an approaching hurricane, the Secretary of Homeland Security or the FEMA Administrator may pre-designate one or more Federal officials to coordinate with the TCO to determine resources and actions that will likely be required, and begin deployment of assets. The specific roles and responsibilities of the TCO include:

- Serving as the primary representative of the Governor for the Virgin Islands with the RRCC or within the JFO once it is established.
- Working with the Federal Coordinating Officer to formulate requirements, including those that are beyond Territory's capability, and set priorities for employment of Federal resources provided to the Virgin Islands.
- Ensuring coordination of resources provided to the Territory via mutual aid and assistance compacts.
- Serving in the Unified Coordination Group in the JFO.

**Governor's Authorized Representative (GAR).** As the complexity of the response dictates, the *TEOP* recognizes that the Governor may empower a Governor's Authorized Representative to:

- Execute all necessary documents for disaster assistance on behalf of the Virgin Islands, including certification of applications for public assistance.
- Represent the Governor in the Unified Coordination Group, when required.
- Coordinate and supervise the disaster assistance program to include serving as its grant administrator.
- Identify, in coordination with the TCO, critical information needs for incorporation into a list of Essential Elements of Information (critical items of specific information required to plan and execute an operation and to support timely, logical decisions).



**Emergency Support Functions (ESFs).** VITEMA coordinates response support from across the Territorial Government and certain NGOs by calling up, as needed, one or more of the 15 ESFs. The ESFs are coordinated by VITEMA through its Emergency operations Centers. During a response, ESFs are a critical mechanism to coordinate functional capabilities and resources provided by Territorial departments and agencies, along with certain private-sector and nongovernmental organizations. They represent an effective way to bundle and funnel resources and capabilities. These functions are coordinated by VITEMA but may rely on several agencies that provide resources for each functional area. The mission of the ESFs is to provide the greatest possible access to capabilities of the Territorial Government regardless of which agency has those capabilities.

- The ESFs serve as the primary operational-level mechanism to provide assistance in functional areas such as transportation, communications, public works and engineering, firefighting, mass care, housing, human services, public health and medical services, search and rescue, agriculture and natural resources, and energy. A list of the 15 ESFs and a description of the scope of each is found in Table 2.

<b>ESF #1 – Transportation</b> <b>ESF Coordinator: Department of Property and Procurement</b>
<ul style="list-style-type: none"> <li>• Local civil transportation support</li> <li>• Damage and impact assessment</li> </ul>
<b>ESF #2 – Communications</b> <b>ESF Coordinator: VITEMA</b>
<ul style="list-style-type: none"> <li>• Coordination with telecommunications and information technology industries</li> </ul>
<b>ESF #3 – Public Works and Engineering</b> <b>ESF Coordinator: Department Public Works</b>
<ul style="list-style-type: none"> <li>• Infrastructure protection and emergency repair</li> <li>• Infrastructure restoration</li> <li>• Engineering services and construction management</li> <li>• Emergency contracting support for life-saving and life-sustaining services</li> </ul>
<b>ESF #4 – Firefighting</b> <b>ESF Coordinator: VI Fire Services</b>
<ul style="list-style-type: none"> <li>• Coordination of local firefighting activities</li> <li>• Support to wild land, rural, and urban firefighting operations</li> </ul>
<b>ESF #5 – Emergency Management</b> <b>ESF Coordinator: VITEMA</b>
<ul style="list-style-type: none"> <li>• Coordination of incident management and response efforts</li> <li>• Issuance of mission assignments</li> <li>• Resource and human capital</li> <li>• Incident action planning</li> <li>• Financial management</li> </ul>
<b>ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services</b> <b>ESF Coordinator: VI Department of Human Services</b>
<ul style="list-style-type: none"> <li>• Mass care</li> <li>• Emergency assistance</li> <li>• Disaster housing</li> <li>• Human services</li> </ul>
<b>ESF #7 – Logistics Management and Resource Support</b> <b>ESF Coordinator: Property and Procurement</b>
<ul style="list-style-type: none"> <li>• Resource support (facility space, office equipment and supplies, contracting services, etc.)</li> </ul>
<b>ESF #8 – Public Health and Medical Services</b> <b>ESF Coordinator: VI Department of Health</b>

<ul style="list-style-type: none"> <li>• Public health</li> <li>• Medical</li> <li>• Mental health services</li> <li>• Mass Casualty and fatality management</li> </ul>
<b>ESF #9 – Search and Rescue</b>
<b>ESF Coordinator: VI Fire Services</b>
<ul style="list-style-type: none"> <li>• Life-saving assistance</li> <li>• Search and rescue operations</li> </ul>
<b>ESF #10 – Oil and Hazardous Materials Response</b>
<b>ESF Coordinator: Department of Planning and natural Resources</b>
<ul style="list-style-type: none"> <li>• Oil and hazardous materials (chemical, biological, radiological, etc.) response</li> <li>• Environmental short- and long-term cleanup</li> </ul>
<b>ESF #11 – Agriculture and Natural Resources</b>
<b>ESF Coordinator: VI Department of Agriculture</b>
<ul style="list-style-type: none"> <li>• Nutrition assistance</li> <li>• Animal and plant disease and pest response</li> <li>• Food safety and security</li> <li>• Natural and cultural resources and historic properties protection</li> <li>• Safety and well-being of household pets</li> </ul>
<b>ESF #12 – Energy</b>
<b>ESF Coordinator: Water and Power Authority</b>
<ul style="list-style-type: none"> <li>• Energy infrastructure assessment, repair, and restoration</li> <li>• Energy industry utilities coordination</li> <li>• Energy forecast</li> </ul>
<b>ESF #13 – Public Safety and Security</b>
<b>ESF Coordinator: VI Police Department</b>
<ul style="list-style-type: none"> <li>• Facility and resource security</li> <li>• Security planning and technical resource assistance</li> <li>• Public safety and security support</li> <li>• Support to access, traffic, and crowd control</li> </ul>
<b>ESF #14 – Long-Term Community Recovery</b>
<b>ESF Coordinator: VITEMA</b>
<ul style="list-style-type: none"> <li>• Social and economic community impact assessment</li> <li>• Long-term community recovery assistance</li> <li>• Analysis and review of mitigation program implementation</li> </ul>
<b>ESF #15 – External Affairs</b>
<b>ESF Coordinator: Governor’s Office</b>
<ul style="list-style-type: none"> <li>• Emergency public information and protective action guidance</li> <li>• Media and community relations</li> <li>• Legislative affairs</li> </ul>

Each ESF is comprised of a coordinator and primary and support agencies. The *TEOP* identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. The resources provided by the ESFs are consistent with resource-typing categories identified in the *NIMS*.

ESFs may be selectively activated for both local and Stafford Act incidents. Not all incidents requiring VITEMA support result in the activation of ESFs. FEMA can also deploy assets and capabilities through ESFs into an area in anticipation of an approaching storm or event that is expected to cause a significant impact and result. This coordination through ESFs allows FEMA to position Federal support for a quick response, though actual assistance cannot normally be provided until the Governor requests and receives a Presidential major disaster or emergency declaration.

## CHAPTER IV-ADDITIONAL RESOURCES

As indicated earlier, the *Territorial Emergency Operations Plan* is comprised of the core document, the Emergency Support Function (ESF), Support, and Incident Annexes, and the Partner Guides. The *TEOP* is supported by an online tool designed especially for emergency management practitioners, the TEOP Resource Center (<http://www.vitema.gov/TEOP>). This online resource will grow and routinely evolve in support of the *TEOP* and those who work with it. The core *TEOP* should require significant change only infrequently. However, the operational planning and detailed work of developing stronger emergency management plans and capabilities will require a continued rapid pace of change in the months and years ahead.

The TEOP Resource Center is intended to supply a nimble, state-of-the-art forum for sharing and encouraging such improvement. This chapter describes how additional resources and operational information will be made available, especially to emergency management practitioners, in support of the *TEOP*.

### SUPPORTING DOCUMENTS AND THE TEOP RESOURCE CENTER

**To assist readers in implementing the *TEOP*, the Resource Center is an online repository of supporting documents, resources, and educational materials. It is intended especially to assist emergency management practitioners.** This repository provides a single, Web-based portal for documents, information, training materials, and other tools needed for response partners to understand and execute their roles under the *TEOP*.

Formally cleared annexes, resources, and other reference material associated with the *TEOP* are posted on this portal. In addition, the Resource Center portal will be dynamic, providing links to additional preparedness resources and updating the *TEOP*'s formal supporting documents as necessary.

The Resource Center contains multiple supporting documents, including ESF, Support, and Incident Annexes and several informational documents, such as an overview of the main Stafford Act provisions, a guide to authorities and references, and an acronym list. As noted in Chapter IV, ongoing planning activities will result in the development of additional strategic guidance and plans, which will be added to the Resource Center upon approval and as necessary.

As mentioned earlier, the Emergency Support Function Annexes group Territorial resources and capabilities into functional areas that are most frequently needed in a response. The revised ESF Annexes reflect real-world experience. For example, at a Joint Field Office, instead of working in separate ESF structures, the Operations Section Chief might establish a mass evacuation branch or group to examine cross-cutting issues and request representatives from *Transportation* (ESF #1), *Public Health and Medical Services* (ESF #8) and *Mass Care, Emergency Assistance, Housing, and Human Services* (ESF #6). This approach retains the functional expertise of ESFs but leverages cross-cutting teams to ensure an effective and integrated response.

The Support Annexes describe how Territorial departments and agencies, the private sector, volunteer organizations, and NGOs coordinate and execute the common support processes and administrative tasks required during an incident. The actions described in the Support Annexes are not limited to particular types of events, but are overarching in nature and applicable to nearly every type of incident. In addition, they may support several ESFs.

The Support Annexes provide a starting point to understand support needed under the *TEOP*. We will then build repeatedly on these annexes to develop support tools tailored to meet the Territory's response requirements.

The Incident Annexes describe the concept of operations to address specific contingency or hazard situations or an element of an incident requiring specialized application of the *TEOP*. The overarching nature of functions described in these annexes frequently involves either support to or cooperation of all Territorial departments and agencies involved in incident management efforts to ensure seamless integration of and transitions between preparedness, prevention, response, recovery, and mitigation activities.

**Initial TEOP Resource Center Documentation.** Initial postings to the Web page supporting the *TEOP* include the following:

## **1. Emergency Support Function Annexes**

- ESF #1 - Transportation
- ESF #2 - Communications
- ESF #3 - Public Works and Engineering
- ESF #4 - Firefighting
- ESF #5 - Emergency Management
- ESF #6 - Mass Care, Emergency Assistance, Housing, and Human Services
- ESF #7 - Logistics Management and Resource Support
- ESF #8 - Public Health and Medical Services
- ESF #9 - Search and Rescue
- ESF #10 - Oil and Hazardous Materials Response
- ESF #11 - Agriculture and Natural Resources
- ESF #12 - Energy
- ESF #13 - Public Safety and Security
- ESF #14 - Long-Term Community Recovery
- ESF #15 - External Affairs

## **2. Support Annexes**

- Critical Infrastructure and Key Resources
- Financial Management
- Private-Sector Coordination
- Public Affairs
- Volunteer and Donations Management

## **3. Incident Annexes**

- Biological Incident
- Catastrophic Incident
- Cyber Incident
- Food and Agriculture Incident
- Mass Evacuation Incident

- Tsunami Incident
- Terrorism Incident Law Enforcement and Investigation

#### **4. Partner Guides**

- Local Government Response Partner Guide
- Private-Sector and Nongovernmental Response Partner Guide
- Federal Response Partner Guide

#### **5. References**

- Glossary of Key Terms
- List of Acronyms
- Authorities and References
- Overview of Stafford Act
- Key resource references: The *National Incident Management System*; *National Infrastructure Protection Plan*; sector-specific plans, etc.

# EMERGENCY SUPPORT FUNCTION ANNEXES: INTRODUCTION

## *Purpose*

This section provides an overview of the Emergency Support Function (ESF) structure, common elements of each of the ESFs, and the basic content contained in each of the ESF Annexes. The following section includes a series of annexes describing the roles and responsibilities of Territorial departments and agencies as ESF coordinators, primary agencies, or support agencies.

## **BACKGROUND**

The ESFs provide the structure for coordinating interagency support for a local response to an incident. They are mechanisms for grouping functions most frequently used to provide support both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents (see Table 1).

The Incident Command System provides for the flexibility to assign ESF and other stakeholder resources according to their capabilities, tasking, and requirements to augment and support the other sections of the Emergency Operations Centers (EOCs) and Joint Field Offices (JFO) in order to respond to incidents in a more collaborative and cross-cutting manner.

While ESFs are typically assigned to a specific section at the EOC or in the JFO for management purposes, resources may be assigned anywhere within the Unified Coordination structure. Regardless of the section in which an ESF may reside, that entity works in conjunction with other EOC/JFO sections to ensure that appropriate planning and execution of missions occur.



<b>ESF</b>	<b>Scope</b>
<b>ESF #1 – Transportation</b>	Coordination of transportation assets Transportation safety Damage and impact assessment
<b>ESF #2 – Communications</b>	Coordination with telecommunications and information technology industries Oversight of communications within the incident management and response structures
<b>ESF #3 – Public Works and Engineering</b>	Infrastructure protection and emergency repair Infrastructure restoration Engineering services and construction management Emergency contracting support for life-saving and life-sustaining services
<b>ESF #4 – Firefighting</b>	Coordination of firefighting activities
<b>ESF #5 – Emergency Management</b>	Coordination of incident management and response efforts Resource and human capital Incident action planning Financial management
<b>ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services</b>	Mass care Emergency assistance Disaster housing Human services
<b>ESF #7 – Logistics Management and Resource Support</b>	Comprehensive, incident logistics planning, management, and sustainment capability Resource support (facility space, office equipment and supplies, contracting services, etc.)
<b>ESF #8 – Public Health and Medical Services</b>	Public health Medical Mental health services Mass fatality management
<b>ESF #9 – Search and Rescue</b>	Life-saving assistance Search and rescue operations
<b>ESF #10 – Oil and Hazardous Materials Response</b>	Oil and hazardous materials (chemical, biological, radiological, etc.) response Environmental short- and long-term cleanup
<b>ESF #11 – Agriculture and Natural Resources</b>	Nutrition assistance Animal and plant disease and pest response Food safety and security Natural and cultural resources and historic properties protection and restoration Safety and well-being of household pets
<b>ESF #12 – Energy</b>	Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast
<b>ESF #13 – Public Safety and Security</b>	Facility and resource security Security planning and technical resource assistance Public safety and security support Support to access, traffic, and crowd control

<b>ESF #14 – Long-Term Community Recovery</b>	Social and economic community impact assessment Long-term community recovery assistance to the government and private sector Analysis and review of mitigation program implementation
<b>ESF #15 – External Affairs</b>	Emergency public information and protective action guidance Media and community relations Congressional and international affairs Tribal and insular affairs

## **ESF NOTIFICATION AND ACTIVATION**

The VITEMA EOCs, develops and issues operations orders to activate individual ESFs based on the scope and magnitude of the threat or incident.

ESF primary agencies are notified, usually through VI-Alert, of the operations orders and time to report to the EOC by VITEMA. ESF primary agencies notify and activate support agencies as required for the threat or incident, to include support to specialized teams. Each ESF is required to develop standard operating procedures (SOPs) and notification protocols and to maintain current rosters and contact information.

## **ESF MEMBER ROLES AND RESPONSIBILITIES**

Each ESF Annex identifies the coordinator and the primary and support agencies pertinent to the ESF. Several ESFs incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness, response, and recovery activities. ESFs with multiple primary agencies designate an ESF coordinator for the purposes of pre-incident planning and coordination of primary and supporting agency efforts throughout the incident. Following is a discussion of the roles and responsibilities of the ESF coordinator and the primary and support agencies.

## **ESF COORDINATOR**

The ESF coordinator is the entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. The role of the ESF coordinator is carried out through a “unified command” approach as agreed upon collectively by the designated primary agencies and, as appropriate, support agencies. Responsibilities of the ESF coordinator include:

- Coordination before, during, and after an incident, including preincident planning and coordination.
- Maintaining ongoing contact with ESF primary and support agencies.
- Conducting periodic ESF meetings and conference calls.
- Coordinating efforts with corresponding private-sector organizations.
- Coordinating ESF activities relating to catastrophic incident planning and critical infrastructure preparedness, as appropriate.

## **PRIMARY AGENCIES**

An ESF primary agency is a Territorial agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. ESFs may have multiple primary agencies,

and the specific responsibilities of those agencies are articulated within the relevant ESF Annex. A Territorial agency designated as an ESF primary agency serves as a executive agent under the Territorial Coordinating Officer (or Territorial Resource Coordinator for non-Stafford Act incidents) to accomplish the ESF mission. When an ESF is activated in response to an incident, the primary agency is responsible for:

- Supporting the ESF coordinator and coordinating closely with the other primary and support agencies.
- Orchestrating Territorial support within their functional area.
- Providing staff for the operations functions at fixed and field facilities.
- Notifying and requesting assistance from support agencies.
- Coordinating with support agencies, as well as appropriate officials and agencies.
- Working with appropriate private-sector organizations to maximize use of all available resources.
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.
- Conducting situational and periodic readiness assessments.
- Executing contracts and procuring goods and services as needed.
- Ensuring financial and property accountability for ESF activities.
- Planning for short- and long-term incident management and recovery operations.
- Maintaining trained personnel to support interagency emergency response and support teams.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

## **SUPPORT AGENCIES**

Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF. When an ESF is activated, support agencies are responsible for:

- Conducting operations, when requested by VITEMA or the designated ESF primary agency, consistent with their own authority and resources.
- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards.
- Assisting in the conduct of situational assessments.
- Furnishing available personnel, equipment, or other resource support as requested by VITEMA or the ESF primary agency.
- Providing input to periodic readiness assessments.
- Maintaining trained personnel to support interagency emergency response and support teams.
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

## ESF COORDINATING, PRIMARY, AND SUPPORT DESIGNATIONS MATRIX

	#1 Transportation	#2 - Communications	#3 - Public Works and Engineering	#4 - Firefighting	#5 - Emergency Management	#6 - Mass Care, Emergency Assistance, Housing, and Human Services	#7 - Logistics Management and Resource Support	#8 - Public Health and Medical Services	#9 - Search and Rescue	#10 - Oil and Hazardous Materials Response	#11 - Agriculture and Natural Resources	#12 - Energy	#13 - Public Safety and Security	#14 - Long-Term Community Recovery	#15 - External
American Red Cross		S				S					S				S
Bureau of Corrections	S														S
Bureau of Information Technology		S													S
Bureau of Internal Revenue														S	S
Bureau of Motor Vehicle													S		S
Department of Agriculture	S		S				S	S		S	P				S
Department of Education	S					S	S				S				S
Department of Finance													S	S	S
Department of Health/EMS				S		S	S	P	S	S	S				S
Department of Human Services						P									S
Department of Justice				S				S	S				S		S
Department of Labor							S			S				S	S
Department of Licensing and Consumer Affairs								S			S				
Department of Property and	P		S				P	S	S			S		S	S

	# 1 Transportation	# 2 - Communications	# 3 - Public Works and Engineering	# 4 - Firefighting	# 5 - Emergency Management	# 6 - Mass Care, Emergency Assistance, Housing, and Human Services	# 7 - Logistics Management and Resource Support	# 8 - Public Health and Medical Services	# 9 - Search and Rescue	# 10 - Oil and Hazardous Materials Response	# 11 - Agriculture and Natural Resources	# 12 - Energy	# 13 - Public Safety and Security	# 14 - Long-Term Community Recovery	# 15 - External
<b>Procurement</b>															
<b>Department of Public Works</b>			P	S			S	S	S	S		S			S
<b>Department of Sport, Parks and Recreation</b>						S								S	S
<b>Department of Tourism</b>						S									S
<b>Division of Personnel</b>							S								S
<b>Economic Development Authority</b>															S
<b>Ferry Operators</b>	S	S													
<b>Governor's Office</b>														S	P
<b>Innovative Corporation</b>		S													
<b>Juan Luis Hospital</b>								S							S
<b>Office of Management and Budget</b>							S								S
<b>Planning and Natural Resources</b>			S	S				S		S	S			S	S
<b>Schneider Regional Medical Center</b>								S							S
<b>Superior Court</b>													S		S
<b>University of the Virgin Islands</b>									S						S
<b>VI Energy Office</b>												S			S


	# 1 Transportation	# 2 - Communications	# 3 - Public Works and Engineering	# 4 - Firefighting	# 5 - Emergency Management	# 6 - Mass Care, Emergency Assistance, Housing, and Human Services	# 7 - Logistics Management and Resource Support	# 8 - Public Health and Medical Services	# 9 - Search and Rescue	# 10 - Oil and Hazardous Materials Response	# 11 - Agriculture and Natural Resources	# 12 - Energy	# 13 - Public Safety and Security	# 14 - Long-Term Community Recovery	# 15 - External
<b>VI Fire Services</b>		S	S	P					P	P					S
<b>VI Housing Authority</b>				S		S									S
<b>VI Housing Finance Authority</b>						S									S
<b>VI National Guard</b>		S		S					S				S		S
<b>VI Police Department</b>		S							S	S			P		S
<b>VI Port Authority</b>			S					S		S					S
<b>VI Rescue Squads</b>									S	S					
<b>VI Taxicab Commission</b>	S														S
<b>VI Waste Management Authority</b>	S		S												S
<b>VITEMA</b>		P	S	S	P	S	S	S	S	S	S	S	S	P	S
<b>Voluntary Organizations Active in Disasters</b>						S									
<b>Water and Power Authority</b>			S					S				P			S
<b>West Indian Company Limited</b>															S
<b>WTJX</b>															S

P-Primary Agency

S-Support Agency



# SIGNATORIES TO THE TERRITORIAL EMERGENCY OPERATIONS PLAN



Julius C. Wilson  
Director

**Bureau of Corrections**



Paul J. Arnold, Jr.  
Acting Director

**Bureau of Information  
Technology**



Claudette Watson-Anderson,  
CPA

Director

**Bureau of Internal Revenue**



Jerris T. Browne  
Director

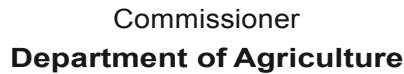
**Bureau of Motor Vehicles**



Angel E. Dawson, Jr.

Commissioner

**Department of Finance**



Julia Sheen-Aaron, M.P.H.  
Commissioner

**Department of Health**



Commissioner

**Department of Education**



Commissioner

**Department of Housing,  
Parks and Recreation**



Christopher Finch  
Commissioner

**Department of Human  
Services**



Vincent F. Frazer, Esq.  
Attorney General

**Department of Justice**



Albert Bryan, Jr.  
Commissioner

**Department of Labor**

Way, Jr.

Commissioner

**Department of Licensing and  
Consumer Affairs**



Commissioner

Commissioner

**Department of Public Works**



Robert Stuart Mathes  
Commissioner

**Department of Planning  
and Natural Resources**



Beverly Nicholson-Doty  
Commissioner

**Department of Tourism**



Lynn Millin Maduro, Esq.  
Commissioner

**Department of Property and  
Procurement**



Director



Director

Director

**Division of Personnel**



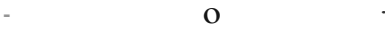
Percival Clouden  
Chief Executive Officer  
Economic Development  
Authority



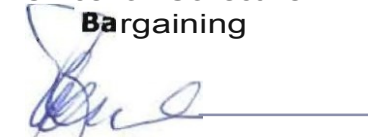
Valdemar A. Hill, Jr., Ph.D.  
Chief Negotiator  
Office of Collective  
Bargaining



Debra Cottler  
Director  
Office of Management and  
Budget



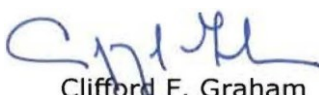
The Adjutant General  
Virgin Islands National Guard



ViJ or Browne, CPA  
Director  
Virgin Islands Fire  
Services



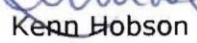
Executive Director  
Virgin Islands Housing  
Authority



Clifford F. Graham  
Executive Director  
Virgin Islands Housing  
Finance Authority



Novelle E. Francis, Jr.  
Commissioner  
Virgin Islands Police  
Department



Kenn Hobson  
Executive Director  
Virgin Islands Port Authority



Director  
Virgin Islands Territorial  
Emergency Management  
Agency



May Adams Cornwall  
Executive Director  
Virgin Islands Waste  
Management Authority



Hugo V. Hodge, Jr., CPQ  
Executive Director  
Virgin Islands Water and  
Power Authority



John P. de Jongh, Jr.  
Governor